Life and Works of Abraham Lincoln

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THE FIRST READING OF THE EMANCIPATION PROCLAMATION BEFORE THE CABINET

From L. to R. the persons seated are Stanton (War), the President, Welles (Navy), Seward (State), Bates (Attorney General), [illegible]

State Papers

1861-1865

By

Abraham Lincoln

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PREFACE

THE present volume contains the state papers of President Lincoln which are not specifically addressed to an individual person in his proper name. Papers so addressed will be found in Letters, Volumes VII, VIII, and IX of the present edition, entered under the names of the addressees, which are arranged in alphabetical order.

State papers relating to military and civil appointments, public congratulations, etc., will be found in LETTERS, listed under the names of the persons to whom they specifically refer.

Documents issued by members of the Cabinet or other officials are included among the state papers when they convey the President's instructions or express his opinions.

A number of state papers have been excluded from the present edition because their subject-matter is of no historical importance, their style does not express Lincoln's personality, and even the fact of their existence gives no indication of executive ability beyond the perfunctory performance of routine duties. Such are messages to Congress transmitting documents which had been requested by that body, executive action, as required by the constitution, on acts of Congress, official endorsements of the reports and findings of commissions, etc., in whose labors the President had no part, formal receptions of foreign ministers, etc. In certain instances where

documents have only historical value, an abstract of their contents is given. However, if even as much as a phrase is expressive of Lincoln's personality, it is quoted in his exact words.

The state papers are arranged under the following heads:

1. General Messages to Congress;
2. Proclamations, Messages, etc., Concerning Slavery;
3. Proclamations and Recommendations of Days of Thanksgiving, Fasting, and Prayer;
4. Proclamations, Messages to Congress, and Military Orders Relating to the Conduct of the War;
5. Messages and Despatches on Foreign Affairs;
6. Messages and proclamations on Financial, Indian, and Administrative Affairs.

Some documents could with propriety appear in more than one class: for example, the proclamations regarding slavery are necessarily connected with the conduct of the war—military necessity being advanced as the reason for their promulgation. One classification, therefore, would be logically sufficient, but Lincoln's preeminent fame as the great emancipator justifies from a practical point of view the segregation of those papers relating to slavery. For a similar reason the proclamations of days of thanksgiving, fasting, and prayer have been taken out of the military papers and put in a class by themselves. They present Lincoln's official recognition of a divine guidance in the affairs of nations.

In each division the papers are arranged in chronological order.

Introductions

INTRODUCTION

Abraham Lincoln.*

By James Russell Lowell.

There have been many painful crises since the impatient vanity of South Carolina hurried ten prosperous Commonwealths into a crime whose assured retribution was to leave them either at the mercy of the nation they had wronged, or of the anarchy they had summoned but could not control, when no thoughtful American opened his morning paper without dreading to find that he had no longer a country to love and honor. Whatever the result of the convulsion whose first shocks were beginning to be felt, there would still be enough square miles of earth for elbow-room; but that ineffable sentiment made up of memory and hope, of instinct and tradition, which swells every man's heart and shapes his thought, though perhaps never present to his consciousness, would be gone from it, leaving it common earth and nothing more. Men might gather rich crops from it, but that ideal harvest of priceless associations would be reaped no longer; that fine virtue which sent up messages of courage and security from every sod of it would have evaporated beyond recall. We should be irrevocably cut off from our past,

* Published in the *North American Review* for January, 1864.

and be forced to splice the ragged ends of our lives upon whatever new conditions chance might leave dangling for us.

We confess that we had our doubts at first whether the patriotism of our people were not too narrowly provincial to embrace the proportions of national peril. We felt an only too natural distrust of immense public meetings and enthusiastic cheers.

That a reaction should follow the holiday enthusiasm with which the war was entered-on, that it should follow soon, and that the slackening of public spirit should be proportionate to the previous over-tension, might well be foreseen by all who had studied human nature or history. Men acting gregariously are always in extremes; as they are one moment capable of higher courage, so they are liable, the next, to baser depression, and it is often a matter of chance whether numbers shall multiply confidence or discouragement. Nor does deception lead more surely to distrust of men, than self-deception to suspicion of principles. The only faith that wears well and holds its color in all weathers is that which is woven of conviction and set with the sharp mordant of experience. Enthusiasm is good material for the orator, but the statesman needs something more durable to work in,—must be able to rely on the deliberate reason and consequent firmness of the people, without which that presence of mind, no less essential in times of moral than of material peril, will be wanting at the critical moment. Would this fervor of the Free States hold out? Was it kindled by a just feeling of the value of constitutional liberty? Had it body enough to withstand the inevitable dampening of checks, re-

verses, delays? Had our population intelligence enough to comprehend that the choice was between order and anarchy, between the equilibrium of a government by law and the tussle of misrule by *pronunciamiento?* Could a war be maintained without the ordinary stimulus of hatred and plunder, and with the impersonal loyalty of principle? These were serious questions, and with no precedent to aid in answering them.

At the beginning of the war there was, indeed, occasion for the most anxious apprehension. A President known to be infected with the political heresies, and suspected of sympathy with the treason, of the Southern conspirators, had just surrendered the reins, we will not say of power, but of chaos, to a successor known only as the representative of a party whose leaders, with long training in opposition, had none in the conduct of affairs; an empty treasury was called on to supply resources beyond precedent in the history of finance; the trees were yet growing and the iron unmined with which a navy was to be built and armored; officers without discipline were to make a mob into an army; and, above all, the public opinion of Europe, echoed and reinforced with every vague hint and every specious argument of despondency by a powerful faction at home, was either contemptuously sceptical or actively hostile. It would be hard to overestimate the force of this latter element of disintegration and discouragement among a people where every citizen at home, and every soldier in the field, is a reader of newspapers. The pedlers of rumor in the North were the most effective allies of the rebellion. A nation can be liable to no more insidious treach-

ery than that of the telegraph, sending hourly its electric thrill of panic along the remotest nerves of the community, till the excited imagination makes every real danger loom heightened with its unreal double.

And even if we look only at more palpable difficulties, the problem to be solved by our civil war was so vast, both in its immediate relations and its future consequences; the conditions of its solution were so intricate and so greatly dependent on incalculable and uncontrollable contingencies; so many of the data, whether for hope or fear, were, from their novelty, incapable of arrangement under any of the categories of historical precedent, that there were moments of crisis when the firmest believer in the strength and sufficiency of the democratic theory of government might well hold his breath in vague apprehension of disaster. Our teachers of political philosophy, solemnly arguing from the precedent of some petty Grecian, Italian, or Flemish city, whose long periods of aristocracy were broken now and then by awkward parentheses of mob, had always taught us that democracies were incapable of the sentiment of loyalty, of concentrated and prolonged effort, of far-reaching conceptions; were absorbed in material interests; impatient of regular, and much more of exceptional restraint; had no natural nucleus of gravitation, nor any forces but centrifugal; were always on the verge of civil war, and slunk at last into the natural almshouse of bankrupt popular government, a military despotism. Here was indeed a dreary outlook for persons who knew democracy, not by rubbing shoulders with it lifelong, but merely from books, and America only by the

report of some fellow-Briton, who, having eaten a bad dinner or lost a carpet-bag here, had written to *The Times* demanding redress, and drawing a mournful inference of democratic instability. Nor were men wanting among ourselves who had so steeped their brains in London literature as to mistake Cockneyism for European culture, and contempt of their country for cosmopolitan breadth of view, and who, owing all they had and all they were to democracy, thought it had an air of high-breeding to join in the shallow epicedium that our bubble had burst.

But beside any disheartening influences which might affect the timid or the despondent, there were reasons enough of settled gravity against any over-confidence of hope. A war—which, whether we consider the expanse of the territory at stake, the hosts brought into the field, or the reach of the principles involved, may fairly be reckoned the most momentous of modern times—was to be waged by a people divided at home, unnerved by fifty years of peace, under a chief magistrate without experience and without reputation, whose every measure was sure to be cunningly hampered by a jealous and unscrupulous minority, and who, while dealing with unheard-of complications at home, must soothe a hostile neutrality abroad, waiting only a pretext to become war. All this was to be done without warning and without preparation, while at the same time a social revolution was to be accomplished in the political condition of four millions of people, by softening the prejudices, allaying the fears, and gradually obtaining the coöperation, of their unwilling liberators. Surely, if ever there were an occasion when the heightened

imagination of the historian might see Destiny visible intervening in human affairs, here was a knot worthy of her shears. Never, perhaps, was any system of government tried by so continuous and searching a strain as ours during the last three years; never has any shown itself stronger; and never could that strength be so directly traced to the virtue and intelligence of the people,—to that general enlightenment and prompt efficiency of public opinion possible only under the influence of a political framework like our own. We find it hard to understand how even a foreigner should be blind to the grandeur of the combat of ideas that has been going on here,—to the heroic energy, persistency, and self-reliance of a nation proving that it knows how much dearer greatness is than mere power; and we own that it is impossible for us to conceive the mental and moral condition of the American who does not feel his spirit braced and heightened by being even a spectator of such qualities and achievements. That a steady purpose and a definite aim have been given to the jarring forces which, at the beginning of the war, spent themselves in the discussion of schemes which could only become operative, if at all, after the war was over; that a popular excitement has been slowly intensified into an earnest national will; that a somewhat impracticable moral sentiment has been made the unconscious instrument of a practical moral end; that the treason of covert enemies, the jealousy of rivals, the unwise zeal of friends, have been made not only useless for mischief, but even useful for good; that the conscientious sensitiveness of England to the horrors of civil conflict has been prevented

from complicating a domestic with a foreign war;—all these results, any one of which might suffice to prove greatness in a ruler, have been mainly due to the good sense, the good-humor, the sagacity, the large-mindedness, and the unselfish honesty of the unknown man whom a blind fortune, as it seemed, had lifted from the crowd to the most dangerous and difficult eminence of modern times. It is by presence of mind in untried emergencies that the native metal of a man is tested; it is by the sagacity to see, and the fearless honesty to admit, whatever of truth there may be in an adverse opinion, in order more convincingly to expose the fallacy that lurks behind it, that a reasoner at length gains for his mere statement of a fact the force of argument; it is by a wise forecast which allows hostile combinations to go so far as by the inevitable reaction to become elements of his own power, that a politician proves his genius for statecraft; and especially it is by so gently guiding public sentiment that he seems to follow it, by so yielding doubtful points that he can be firm without seeming obstinate in essential ones, and thus gain the advantages of compromise without the weakness of concession; by so instinctively comprehending the temper and prejudices of a people as to make them gradually conscious of the superior wisdom of his freedom from temper and prejudice,—it is by qualities such as these that a magistrate shows himself worthy to be chief in a commonwealth of freemen. And it is for qualities such as these that we firmly believe History will rank Mr. Lincoln among the most prudent of statesmen and the most successful of rulers. If we wish to appre-

ciate him, we have only to conceive the inevitable chaos in which we should now be weltering, had a weak man or an unwise one been chosen in his stead.

"Bare is back," says the Norse proverb, "without brother behind it"; and this is, by analogy, true of an elective magistracy. The hereditary ruler in any critical emergency may reckon on the inexhaustible resources of *prestige*, of sentiment, of superstition, of dependent interest, while the new man must slowly and painfully create all these out of the unwilling material around him, by superiority of character, by patient singleness of purpose, by sagacious presentiment of popular tendencies and instinctive sympathy with the national character. Mr. Lincoln's task was one of peculiar and exceptional difficulty. Long habit had accustomed the American people to the notion of a party in power, and of a President as its creature and organ, while the more vital fact, that the executive for the time being represents the abstract idea of government as a permanent principle superior to all party and all private interest, had gradually become unfamiliar. They had so long seen the public policy more or less directed by views of party, and often even of personal advantage, as to be ready to suspect the motives of a chief magistrate compelled, for the first time in our history, to feel himself the head and hand of a great nation, and to act upon the fundamental maxim, laid down by all publicists, that the first duty of a government is to defend and maintain its own existence. Accordingly, a powerful weapon seemed to be put into the hands of the opposition by the necessity under which the ad-

ministration found itself of applying this old truth to new relations. Nor were the opposition his only nor his most dangerous opponents.

The Republicans had carried the country upon an issue in which ethics were more directly and visibly mingled with politics than usual. Their leaders were trained to a method of oratory which relied for its effect rather on the moral sense than the understanding. Their arguments were drawn, not so much from experience as from general principles of right and wrong. When the war came, their system continued to be applicable and effective, for here again the reason of the people was to be reached and kindled through their sentiments. It was one of those periods of excitement, gathering, contagious, universal, which, while they last, exalt and clarify the minds of men, giving to the mere words *country, human rights, democracy,* a meaning and a force beyond that of sober and logical argument. They were convictions, maintained and defended by the supreme logic of passion. That penetrating fire ran in and roused those primary instincts that make their lair in the dens and caverns of the mind. What is called the great popular heart was awakened, that indefinable something which may be, according to circumstances, the highest reason or the most brutish unreason. But enthusiasm, once cold, can never be warmed over into anything better than cant,—and phrases, when once the inspiration that filled them with beneficent power has ebbed away, retain only that semblance of meaning which enables them to supplant reason in hasty minds. Among the lessons taught by the French Revolution there is none sadder or more striking than

this, that you may make everything else out of the passions of men except a political system that will work, and that there is nothing so pitilessly and unconsciously cruel as sincerity formulated into dogma. It is always demoralizing to extend the domain of sentiment over questions where it has no legitimate jurisdiction; and perhaps the severest strain upon Mr. Lincoln was in resisting a tendency of his own supporters which chimed with his own private desires while wholly opposed to his convictions of what would be wise policy.

The change which three years have brought about is too remarkable to be passed over without comment, too weighty in its lesson not to be laid to heart. Never did a President enter upon office with less means at his command, outside his own strength of heart and steadiness of understanding, for inspiring confidence in the people, and so winning it for himself, than Mr. Lincoln. All that was known of him was that he was a good stump-speaker, nominated for his *availability*,—that is, because he had no history,—and chosen by a party with whose more extreme opinions he was not in sympathy. It might well be feared that a man past fifty, against whom the ingenuity of hostile partisans could rake up no accusation, must be lacking in manliness of character, in decision of principle, in strength of will; that a man who was at best only the representative of a party, and who yet did not fairly represent even that, would fail of political, much more of popular, support. And certainly no one ever entered upon office with so few resources of power in the past, and so many materials of weakness in the present, as Mr. Lin-

coln. Even in that half of the Union which acknowledged him as President, there was a large, and at that time dangerous minority, that hardly admitted his claim to the office, and even in the party that elected him there was also a large minority that suspected him of being secretly a communicant with the church of Laodicea. All that he did was sure to be virulently attacked as ultra by one side; all that he left undone to be stigmatized as proof of lukewarmness and backsliding by the other. Meanwhile he was to carry on a truly colossal war by means of both; he was to disengage the country from diplomatic entanglements of unprecedented peril undisturbed by the help or the hindrance of either, and to win from the crowning dangers of his administration, in the confidence of the people, the means of his safety and their own. He has contrived to do it, and perhaps none of our Presidents since Washington has stood so firm in the confidence of the people as he does after three years of stormy administration.

Mr. Lincoln's policy was a tentative one, and rightly so. He laid down no programme which must compel him to be either inconsistent or unwise, no cast-iron theorem to which circumstances must be fitted as they rose, or else be useless to his ends. He seemed to have chosen Mazarin's motto, *Le temps et moi.** The *moi*, to be sure, was not very prominent at first; but it has grown more and more so, till the world is beginning to be persuaded that it stands for a character of marked individuality and capacity for affairs. Time was his prime-minister, and,

* Time and I. Cardinal Mazarin was prime-minister of Louis XIV. of France.

we began to think, at one period, his general-in-chief also. At first he was so slow that he tired out all those who see no evidence of progress but in blowing up the engine; then he was so fast that he took the breath away from those who think there is no getting on safely while there is a spark of fire under the boilers. God is the only being who has time enough; but a prudent man, who knows how to seize occasion, can commonly make a shift to find as much as he needs. Mr. Lincoln, as it seems to us in reviewing his career, though we have sometimes in our impatience thought otherwise, has always waited, as a wise man should, till the right moment brought up all his reserves. *Semper nocuit differre paratis,** is a sound axiom, but the really efficacious man will also be sure to know when he is *not* ready, and be firm against all persuasion and reproach till he is.

One would be apt to think, from some of the criticisms made on Mr. Lincoln's course by those who mainly agree with him in principle, that the chief object of a statesman should be rather to proclaim his adhesion to certain doctrines, than to achieve their triumph by quietly accomplishing his ends. In our opinion, there is no more unsafe politician than a conscientiously rigid *doctrinaire,* nothing more sure to end in disaster than a theoretic scheme of policy that admits of no pliability for contingencies. True, there is a popular image of an impossible He, in whose plastic hands the submissive destinies of mankind become as wax, and to whose commanding necessity the toughest facts yield with the graceful pliancy of fiction; but in real

* It is always bad for those who are ready to procrastinate.

life we commonly find that the men who control circumstances, as it is called, are those who have learned to allow for the influence of their eddies, and have the nerve to turn them to account at the happy instant. Mr. Lincoln's perilous task has been to carry a rather shaky raft through the rapids, making fast the unrulier logs as he could snatch opportunity, and the country is to be congratulated that he did not think it his duty to run straight at all hazards, but cautiously to assure himself with his setting-pole where the main current was, and keep steadily to that. He is still in wild water, but we have faith that his skill and sureness of eye will bring him out right at last.

A curious, and, as we think, not inapt parallel, might be drawn between Mr. Lincoln and one of the most striking figures in modern history,—Henry IV. of France. The career of the latter may be more picturesque, as that of a daring captain always is; but in all its vicissitudes there is nothing more romantic than that sudden change, as by a rub of Aladdin's lamp, from the attorney's office in a country town of Illinois to the helm of a great nation in times like these. The analogy between the characters and circumstances of the two men is in many respects singularly close. Succeeding to a rebellion rather than a crown, Henry's chief material dependence was the Huguenot party, whose doctrines sat upon him with a looseness distasteful certainly, if not suspicious, to the more fanatical among them. King only in name over the greater part of France, and with his capital barred against him, it yet gradually became clear to the more far-seeing even of the Catholic

party that he was the only centre of order and legitimate authority round which France could reorganize itself. While preachers who held the divine right of kings made the churches of Paris ring with declamations in favor of democracy rather than submit to the heretic dog of a Béarnois,*—much as our *soi-disant* Democrats have lately been preaching the divine right of slavery, and denouncing the heresies of the Declaration of Independence,—Henry bore both parties in hand till he was convinced that only one course of action could possibly combine his own interests with those of France. Meanwhile the Protestants believed somewhat doubtfully that he was theirs, the Catholics hoped somewhat doubtfully that he would be theirs, and Henry himself turned aside remonstrance, advice, and curiosity alike with a jest or a proverb (if a little *high,* he liked them none the worse), joking continually as his manner was. We have seen Mr. Lincoln contemptuously compared to Sancho Panza by persons incapable of appreciating one of the deepest pieces of wisdom in the profoundest romance ever written; namely, that, while Don Quixote was incomparable in theoretic and ideal statesmanship, Sancho, with his stock of proverbs, the ready money of human experience, made the best possible practical governor. Henry IV. was as full of wise saws and modern instances as Mr. Lincoln, but beneath all this was the thoughtful, practical, humane, and thoroughly earnest man, around whom the fragments of France were to gather themselves till she took her place again as a planet of the first

* Henry came from the province of Béarn.

magnitude in the European system. In one respect Mr. Lincoln was more fortunate than Henry. However some may think him wanting in zeal, the most fanatical can find no taint of apostasy in any measure of his, nor can the most bitter charge him with being influenced by motives of personal interest. The leading distinction between the policies of the two is one of circumstances. Henry went over to the nation; Mr. Lincoln has steadily drawn the nation over to him. One left a united France; the other, we hope and believe, will leave a united America. We leave our readers to trace the further points of difference and resemblance for themselves, merely suggesting a general similarity which has often occurred to us. One only point of melancholy interest we will allow ourselves to touch upon. That Mr. Lincoln is not handsome nor elegant, we learn from certain English tourists who would consider similar revelations in regard to Queen Victoria as thoroughly American in their want of *bienséance*. It is no concern of ours, nor does it affect his fitness for the high place he so worthily occupies; but he is certainly as fortunate as Henry in the matter of good looks, if we may trust contemporary evidence. Mr. Lincoln has also been reproached with Americanism by some not unfriendly British critics; but, with all deference, we cannot say that we like him any the worse for it, or see in it any reason why he should govern Americans the less wisely.

People of more sensitive organizations may be shocked, but we are glad that in this our true war of independence, which is to free us forever from the Old World, we have had at the

head of our affairs a man whom America made, as God made Adam, out of the very earth, unancestored, unprivileged, unknown, to show us how much truth, how much magnanimity, and how much statecraft await the call of opportunity in simple manhood when it believes in the justice of God and the worth of man. Conventionalities are all very well in their proper place, but they shrivel at the touch of nature like stubble in the fire. The genius that sways a nation by its arbitrary will seems less august to us than that which multiplies and reinforces itself in the instincts and convictions of an entire people. Autocracy may have something in it more melodramatic than this, but falls far short of it in human value and interest.

Experience would have bred in us a rooted distrust of improvised statesmanship, even if we did not believe politics to be a science, which, if it cannot always command men of special aptitude and great powers, at least, demands the long and steady application of the best powers of such men as it can command to master even its first principles. It is curious, that, in a country which boasts of its intelligence, the theory should be so generally held that the most complicated of human contrivances, and one which every day becomes more complicated, can be worked at sight by any man able to talk for an hour or two without stopping to think.

Mr. Lincoln is sometimes claimed as an example of a ready-made ruler. But no case could well be less in point; for, besides that he was a man of such fair-mindedness as is always the raw material of wisdom, he had in his profession a training precisely the opposite of that to

which a partisan is subjected. His experience as a lawyer compelled him not only to see that there is a principle underlying every phenomenon in human affairs, but that there are always two sides to every question, both of which must be fully understood in order to understand either, and that it is of greater advantage to an advocate to appreciate the strength than the weakness of his antagonist's position. Nothing is more remarkable than the unerring tact with which, in his debate with Mr. Douglas, he went straight to the reason of the question; nor have we ever had a more striking lesson in political tactics than the fact, that opposed to a man exceptionally adroit in using popular prejudice and bigotry to his purpose, exceptionally unscrupulous in appealing to those baser motives that turn a meeting of citizens into a mob of barbarians, he should yet have won his case before a jury of the people. Mr. Lincoln was as far as possible from an impromptu politician. His wisdom was made up of a knowledge of things as well as of men; his sagacity resulted from a clear perception and honest acknowledgment of difficulties, which enabled him to see that the only durable triumph of political opinion is based, not on any abstract right, but upon so much of justice, the highest attainable at any given moment in human affairs, as may be had in the balance of mutual concession. Doubtless he had an ideal, but it was the ideal of a practical statesman,—to aim at the best, and to take the next best, if he is lucky enough to get even that. His slow, but singularly masculine, intelligence taught him that precedent is only another name for embodied experience, and that it counts for even more in

the guidance of communities of men than in that of the individual life. He was not a man who held it good public economy to pull down on the mere chance of rebuilding better. Mr. Lincoln's faith in God was qualified by a very well-founded distrust of the wisdom of man. Perhaps it was his want of self-confidence that more than anything else won him the unlimited confidence of the people, for they felt that there would be no need of retreat from any position he had deliberately taken. The cautious, but steady, advance of his policy during the war was like that of a Roman army. He left behind him a firm road on which public confidence could follow; he took America with him where he went; what he gained he occupied, and his advanced posts became colonies. The very homeliness of his genius was its distinction. His kingship was conspicuous by its workday homespun. Never was ruler so absolute as he, nor so little conscious of it; for he was the incarnate common-sense of the people. With all that tenderness of nature whose sweet sadness touched whoever saw him with something of its own pathos, there was no trace of sentimentalism in his speech or action. He seems to have had but one rule of conduct, always that of practical and successful politics, to let himself be guided by events, when they were sure to bring him out where he wished to go, though by what seemed to unpractical minds, which let go the possible to grasp at the desirable, a longer road.

Undoubtedly the highest function of statesmanship is by degrees to accommodate the conduct of communities to ethical laws, and to subordinate the conflicting self-interests of the day

to higher and more permanent concerns. But it is on the understanding, and not on the sentiment, of a nation that all safe legislation must be based. Voltaire's saying, that "a consideration of petty circumstances is the tomb of great things," may be true of individual men, but it certainly is not true of governments. It is by a multitude of such considerations, each in itself trifling, but all together weighty, that the framers of policy can alone divine what is practicable and therefore wise. The imputation of inconsistency is one to which every sound politician and every honest thinker must sooner or later subject himself. The foolish and the dead alone never change their opinion. The course of a great statesman resembles that of navigable rivers, avoiding immovable obstacles with noble bends of concession, seeking the broad levels of opinion on which men soonest settle and longest dwell, following and marking the almost imperceptible slopes of national tendency, yet always aiming at direct advances, always recruited from sources nearer heaven, and sometimes bursting open paths of progress and fruitful human commerce through what seem the eternal barriers of both. It is loyalty to great ends, even though forced to combine the small and opposing motives of selfish men to accomplish them; it is the anchored cling to solid principles of duty and action, which knows how to swing with the tide, but is never carried away by it,—that we demand in public men, and not sameness of policy, or a conscientious persistency in what is impracticable. For the impracticable, however theoretically enticing, is always politically unwise, sound statesmanship being the application of that

prudence to the public business which is the safest guide in that of private men.

No doubt slavery was the most delicate and embarrassing question with which Mr. Lincoln was called on to deal, and it was one which no man in his position, whatever his opinions, could evade; for, though he might withstand the clamor of partisans, he must sooner or later yield to the persistent importunacy of circumstances, which thrust the problem upon him at every turn and in every shape.

It has been brought against us as an accusation abroad, and repeated here by people who measure their country rather by what is thought of it than by what it is, that our war has not been distinctly and avowedly for the extinction of slavery, but a war rather for the preservation of our national power and greatness, in which the emancipation of the negro has been forced upon us by circumstances and accepted as a necessity. We are very far from denying this; nay, we admit that it is so far true that we were slow to renounce our constitutional obligations even toward those who had absolved us by their own act from the letter of our duty. We are speaking of the government which, legally installed for the whole country, was bound, so long as it was possible, not to overstep the limits of orderly prescription, and could not, without abnegating its own very nature, take the lead in making rebellion an excuse for revolution. There were, no doubt, many ardent and sincere persons who seemed to think this as simple a thing to do as to lead off a Virginia reel. They forgot, what should be forgotten least of all in a system like ours, that the administration for

the time being represents not only the majority which elects it, but the minority as well,—a minority in this case powerful, and so little ready for emancipation that it was opposed even to war. Mr. Lincoln had not been chosen as general agent of an anti-slavery society, but President of the United States, to perform certain functions exactly defined by law. Whatever were his wishes, it was no less duty than policy to mark out for himself a line of action that would not further distract the country, by raising before their time questions which plainly would soon enough compel attention, and for which every day was making the answer more easy.

Meanwhile he must solve the riddle of this new Sphinx, or be devoured. Though Mr. Lincoln's policy in this critical affair has not been such as to satisfy those who demand an heroic treatment for even the most trifling occasion, and who will not cut their coat according to their cloth, unless they can borrow the scissors of Atropos, it has been at least not unworthy of the long-headed king of Ithaca. Mr. Lincoln had the choice of Bassanio offered him. Which of the three caskets held the prize that was to redeem the fortunes of the country? There was the golden one, whose showy speciousness might have tempted a vain man; the silver of compromise, which might have decided the choice of a merely acute one; and the leaden,—dull and homely-looking, as prudence always is,—yet with something about it sure to attract the eye of practical wisdom. Mr. Lincoln dallied with his decision perhaps longer than seemed needful to those on whom its awful responsibility was not to rest, but when he made it, it was worthy of

his cautious but sure-footed understanding. The moral of the Sphinx-riddle, and it is a deep one, lies in the childish simplicity of the solution. Those who fail in guessing it, fail because they are over-ingenious, and cast about for an answer that shall suit their own notion of the gravity of the occasion, and of their own dignity, rather than the occasion itself.

In a matter which must be finally settled by public opinion, and in regard to which the ferment of prejudice and passion on both sides has not yet subsided to that equilibrium of compromise from which alone a sound public opinion can result, it is proper enough for the private citizen to press his own convictions with all possible force of argument and persuasion; but the popular magistrate, whose judgment must become action, and whose action involves the whole country, is bound to wait till the sentiment of the people is so far advanced toward his own point of view, that what he does shall find support in it, instead of merely confusing it with new elements of division. It was not unnatural that men earnestly devoted to the saving of their country, and profoundly convinced that slavery was its only real enemy, should demand a decided policy round which all patriots might rally,—and this might have been the wisest course for an absolute ruler. But in the then unsettled state of the public mind, with a large party decrying even resistance to the slaveholders' rebellion as not only unwise, but even unlawful; with a majority, perhaps, even of the would-be loyal so long accustomed to regard the Constitution as a deed of gift conveying to the South their own judgment as to policy and instinct as to right,

that they were in doubt at first whether their loyalty were due to the country or to slavery; and with a respectable body of honest and influential men who still believed in the possibility of conciliation,—Mr. Lincoln judged wisely, that, in laying down a policy in deference to one party, he should be giving to the other the very fulcrum for which their disloyalty had been waiting.

It behooved a clear-headed man in his position not to yield so far to an honest indignation against the brokers of treason in the North as to lose sight of the materials for misleading which were their stock in trade, and to forget that it is not the falsehood of sophistry which is to be feared, but the grain of truth mingled with it to make it specious,—that it is not the knavery of the leaders so much as the honesty of the followers they may seduce, that gives them power for evil. It was especially his duty to do nothing which might help the people to forget the true cause of the war in fruitless disputes about its inevitable consequences.

The doctrine of State rights can be so handled by an adroit demagogue as easily to confound the distinction between liberty and lawlessness in the minds of ignorant persons, accustomed always to be influenced by the sound of certain words, rather than to reflect upon the principles which give them meaning. For, though Secession involves the manifest absurdity of denying to a State the right of making war against any foreign power while permitting it against the United States; though it supposes a compact of mutual concessions and guaranties among States without any arbiter in case of dissension; though

it contradicts commonsense in assuming that the men who framed our government did not know what they meant when they substituted Union for Confederation; though it falsifies history, which shows that the main opposition to the adoption of the Constitution was based on the argument that it did not allow that independence in the several States which alone would justify them in seceding;—yet, as slavery was universally admitted to be a reserved right, an inference could be drawn from any direct attack upon it (though only in self-defense) to a natural right of resistance, logical enough to satisfy minds untrained to detect fallacy, as the majority of men always are, and now too much disturbed by the disorder of the times, to consider that the order of events had any legitimate bearing on the argument. Though Mr. Lincoln was too sagacious to give the Northern allies of the Rebels the occasion they desired and even strove to provoke, yet from the beginning of the war the most persistent efforts have been made to confuse the public mind as to its origin and motives, and to drag the people of the loyal States down from the national position they had instinctively taken to the old level of party squabbles and antipathies. The wholly unprovoked rebellion of an oligarchy proclaiming negro slavery the corner-stone of free institutions, and in the first flush of over-hasty confidence venturing to parade the logical sequence of their leading dogma, "that slavery is right in principle, and has nothing to do with difference of complexion," has been represented as a legitimate and gallant attempt to maintain the true principles of democracy. The rightful endeavor of

an established government, the least onerous that ever existed, to defend itself against a treacherous attack on its very existence, has been cunningly made to seem the wicked effort of a fanatical clique to force its doctrines on an oppressed population.

Even so long ago as when Mr. Lincoln, not yet convinced of the danger and magnitude of the crisis, was endeavoring to persuade himself of Union majorities at the South, and to carry on a war that was half peace in the hope of a peace that would have been all war,—while he was still enforcing the Fugitive Slave Law, under some theory that Secession, however it might absolve States from their obligations, could not escheat them of their claims under the Constitution, and that slaveholders in rebellion had alone among mortals the privilege of having their cake and eating it at the same time,—the enemies of free government were striving to persuade the people that the war was an Abolition crusade. To rebel without reason was proclaimed as one of the rights of man, while it was carefully kept out of sight that to suppress rebellion is the first duty of government. All the evils that have come upon the country have been attributed to the Abolitionists, though it is hard to see how any party can become permanently powerful except in one of two ways,—either by the greater truth of its principles, or the extravagance of the party opposed to it. To fancy the ship of state, riding safe at her constitutional moorings, suddenly engulfed by a huge kraken of Abolitionism, rising from unknown depths and grasping it with slimy tentacles, is to look at the natural history of the matter with

the eyes of Pontoppidan.* To believe that the leaders in the Southern treason feared any danger from Abolitionism, would be to deny them ordinary intelligence, though there can be little doubt that they made use of it to stir the passions and excite the fears of their deluded accomplices. They rebelled, not because they thought slavery weak, but because they believed it strong enough, not to overthrow the government, but to get possession of it; for it becomes daily clearer that they used rebellion only as a means of revolution, and if they got revolution, though not in the shape they looked for, is the American people to save them from its consequences at the cost of its own existence? The election of Mr. Lincoln, which it was clearly in their power to prevent had they wished, was the occasion merely, and not the cause, of their revolt. Abolitionism, till within a year or two, was the despised heresy of a few earnest persons, without political weight enough to carry the election of a parish constable; and their cardinal principle was disunion, because they were convinced that within the Union the position of slavery was impregnable. In spite of the proverb, great effects do not follow from small causes,—that is, disproportionately small,—but from adequate causes acting under certain required conditions. To contrast the size of the oak with that of the parent acorn, as if the poor seed had paid all costs from its slender strong-box, may serve for a child's wonder; but the real miracle lies in that divine league which bound all the forces of nature to the service of the tiny germ in fulfilling its destiny. Everything has been at work for

* A Danish antiquary and theologian.

the past ten years in the cause of anti-slavery, but Garrison and Phillips have been far less successful propagandists than the slaveholders themselves, with the constantly growing arrogance of their pretensions and encroachments. They have forced the question upon the attention of every voter in the Free States, by defiantly putting freedom and democracy on the defensive. But, even after the Kansas outrages, there was no widespread desire on the part of the North to commit aggressions, though there was a growing determination to resist them. The popular unanimity in favor of the war three years ago was but in small measure the result of anti-slavery sentiment, far less of any zeal for abolition. But every month of the war, every movement of the allies of slavery in the Free States, has been making Abolitionists by the thousand. The masses of any people, however intelligent, are very little moved by abstract principles of humanity and justice, until those principles are interpreted for them by the stinging commentary of some infringement upon their own rights, and then their instincts and passions, once aroused, do indeed derive an incalculable reinforcement of impulse and intensity from those higher ideas, those sublime traditions, which have no motive political force till they are allied with a sense of immediate personal wrong or imminent peril. Then at last the stars in their courses begin to fight against Sisera. Had any one doubted before that the rights of human nature are unitary, that oppression is of one hue the world over, no matter what the color of the oppressed,—had any one failed to see what the real essence of the contest was,—the efforts of the advocates of

slavery among ourselves to throw discredit upon the fundamental axioms of the Declaration of Independence and the radical doctrines of Christianity, could not fail to sharpen his eyes.

While every day was bringing the people nearer to the conclusion which all thinking men saw to be inevitable from the beginning, it was wise in Mr. Lincoln to leave the shaping of his policy to events. In this country, where the rough and ready understanding of the people is sure at last to be the controlling power, a profound commonsense is the best genius for statesmanship. Hitherto the wisdom of the President's measures has been justified by the fact that they have always resulted in more firmly uniting public opinion. One of the things particularly admirable in the public utterances of President Lincoln is a certain tone of familiar dignity, which, while it is perhaps the most difficult attainment of mere style, is also no doubtful indication of personal character. There must be something essentially noble in an elective ruler who can descend to the level of confidential ease without losing respect, something very manly in one who can break through the etiquette of his conventional rank and trust himself to the reason and intelligence of those who have elected him. No higher compliment was ever paid to a nation than the simple confidence, the fireside plainness, with which Mr. Lincoln always addresses himself to the reason of the American people. This was, indeed, a true democrat, who grounded himself on the assumption that a democracy can think. "Come, let us reason together about this matter," has been the tone of all his addresses to the people; and accordingly

we have never had a chief magistrate who so won to himself the love and at the same time the judgment of his countrymen. To us, that simple confidence of his in the right-mindedness of his fellow-men is very touching, and its success is as strong an argument as we have ever seen in favor of the theory that men can govern themselves. He never appeals to any vulgar sentiment, he never alludes to the humbleness of his origin; it probably never occurred to him, indeed, that there was anything higher to start from than manhood; and he put himself on a level with those he addressed, not by going down to them, but only by taking it for granted that they had brains and would come up to a common ground of reason. In an article lately printed in *The Nation,* Mr. Bayard Taylor mentions the striking fact, that in the foulest dens of the Five Points he found the portrait of Lincoln. The wretched population that makes its hive there threw all its votes and more against him, and yet paid this instinctive tribute to the sweet humanity of his nature. There ignorance sold its vote and took its money, but all that was left of manhood in them recognized its saint and martyr.

Mr. Lincoln is not in the habit of saying, "This is *my* opinion, or *my* theory," but "This is the conclusion to which, in my judgment, the time has come, and to which, accordingly, the sooner we come the better for us." His policy has been the policy of public opinion based on adequate discussion and on a timely recognition of the influence of passing events in shaping the features of events to come.

One secret of Mr. Lincoln's remarkable success in captivating the popular mind is undoubt-

edly an unconsciousness of self which enables him, though under the necessity of constantly using the capital *I*, to do it without any suggestion of egotism. There is no single vowel which men's mouths can pronounce with such difference of effect. That which one shall hide away, as it were behind the substance of his discourse, or, if he bring it to the front, shall use merely to give an agreeable accent of individuality to what he says, another shall make an offensive challenge to the self-satisfaction of all his hearers, and an unwarranted intrusion upon each man's sense of personal importance, irritating every pore of his vanity, like a dry northeast wind, to a goose-flesh of opposition and hostility. Mr. Lincoln has never studied Quintilian; but he has, in the earnest simplicity and unaffected Americanism of his own character, one art of oratory worth all the rest. He forgets himself so entirely in his object as to give his *I* the sympathetic and persuasive effect of *We* with the great body of his countrymen. Homely, dispassionate, showing all the rough-edged process of his thought as it goes along, yet arriving at his conclusions with an honest kind of every-day logic, he is so eminently our representative man, that, when he speaks, it seems as if the people were listening to their own thinking aloud. The dignity of his thought owes nothing to any ceremonial garb of words, but to the manly movement that comes of settled purpose and an energy of reason that knows not what rhetoric means. There has been nothing of Cleon, still less of Strepsiades* striving to underbid him in

* Athenian demagogues, satirized by the comic dramatist Aristophanes.

demagogism, to be found in the public utterances of Mr. Lincoln. He has always addressed the intelligence of men, never their prejudice, their passion, or their ignorance.

The First American.

Extract from Ode Recited at the Harvard Commemoration, July 21, 1865.

By James Russell Lowell.

v.

Whither leads the path
To ampler fates that leads?
Not down through flowery meads,
To reap an aftermath
Of youth's vainglorious weeds;
But up the steep, amid the wrath
And shock of deadly-hostile creeds,
Where the world's best hope and stay
By battle's flashes gropes a desperate way,
And every turf the fierce foot clings to bleeds.
Peace hath her not ignoble wreath,
Ere yet the sharp, decisive word
Light the black lips of cannon, and the sword
Dreams in its easeful sheath;
But some day the live coal behind the thought,
Whether from Baäl's stone obscene,
Or from the shrine serene
Of God's pure altar brought,
Bursts up in flame; the war of tongue and pen
Learns with what deadly purpose it was fraught,
And, helpless in the fiery passion caught,
Shakes all the pillared state with shock of men:

Some day the soft Ideal that we wooed
Confronts us fiercely, foe-beset, pursued,
And cries reproachful: "Was it, then, my praise,
And not myself was loved? Prove now thy truth;
I claim of thee the promise of thy youth;
Give me thy life, or cower in empty phrase,
The victim of thy genius, not its mate!"
  Life may be given in many ways,
  And loyalty to Truth be sealed
As bravely in the closet as the field,
    So bountiful is Fate;
    But then to stand beside her,
    When craven churls deride her,
To front a lie in arms and not to yield,
    This shows, methinks, God's plan
    And measure of a stalwart man,
    Limbed like the old heroic breeds,
  Who stands self-poised on manhood's solid
      earth,
  Not forced to frame excuses for his birth,
Fed from within with all the strength he needs.

VI.

Such was he, our Martyr-Chief,
    Whom late the Nation he had led,
    With ashes on her head,
Wept with the passion of an angry grief:
Forgive me, if from present things I turn
To speak what in my heart will beat and burn,
And hang my wreath on his world-honored urn.
      Nature, they say, doth dote,
      And cannot make a man
      Save on some worn-out plan,
      Repeating us by rote:

For him her Old-World moulds aside she threw,
And, choosing sweet clay from the breast
Of the unexhausted West,
With stuff untainted shaped a hero new,
Wise, steadfast in the strength of God, and true.
How beautiful to see
Once more a shepherd of mankind indeed,
Who loved his charge, but never loved to lead;
One whose meek flock the people joyed to be,
Not lured by any cheat of birth,
But by his clear-grained human worth,
And brave old wisdom of sincerity!
They knew that outward grace is dust;
They could not choose but trust
In that sure-footed mind's unfaltering skill,
And supple-tempered will
That bent like perfect steel to spring again and thrust.
His was no lonely mountain-peak of mind,
Thrusting to thin air o'er our cloudy bars,
A sea-mark now, now lost in vapors blind;
Broad prairie rather, genial, level-lined,
Fruitful and friendly for all human-kind,
Yet also nigh to heaven and loved of loftiest stars.
Nothing of Europe here,
Or, then, of Europe fronting mornward still,
Ere any names of Serf and Peer
Could Nature's equal scheme deface
And thwart her genial will;
Here was a type of the true elder race,
And one of Plutarch's men talked with us face to face.
I praise him not; it were too late;
And some innative weakness there must be
In him who condescends to victory

Such as the Present gives, and cannot wait,
Safe in himself as in a fate.
So always firmly he:
He knew to bide his time,
And can his fame abide,
Still patient in his simple faith sublime,
Till the wise years decide.
Great captains, with their guns and drums,
Disturb our judgment for the hour,
But at last silence comes;
These all are gone, and, standing like a tower,
Our children shall behold his fame,
The kindly-earnest, brave, foreseeing man,
Sagacious, patient, dreading praise, not blame,
New birth of our new soil, the first American.

Lincoln's Personal Appearance.*

By William H. Herndon.

He was about six feet four inches high, and when he left this city was fifty-one years old, having good health and no gray hairs, or but few on his head. He was thin, wiry, sinewy, raw-boned; thin through the breast to the back, and narrow across the shoulders; standing, he leaned forward—was what may be called stoop-shouldered, inclining to the consumptive by build. His usual weight was one hundred and sixty pounds. His organization—rather his structure and functions—worked slowly. His blood had to run a long distance from his heart to the extremities of his frame, and his nerve-force had

* From an address delivered in Springfield, Illinois, December 12, 1865.

to travel through dry ground a long distance before his muscles were obedient to his will. His structure was loose and leathery; his body was shrunk and shrivelled, having dark skin, dark hair,—looking woe-struck. The whole man, body and mind, worked slowly, creakingly, as if it needed oiling. Physically, he was a very powerful man, lifting with ease four hundred or six hundred pounds. His mind was like his body, and worked slowly but strongly. When he walked, he moved cautiously but firmly, his long arms and hands on them, hanging like giant's hands, swung down by his side. He walked with even tread, the inner sides of his feet being parallel. He put the whole foot flat down on the ground at once, not landing on the heel; he likewise lifted his foot all at once, not rising from the toe, and hence he had no spring to his walk. He had economy of fall and lift of foot, though he had no spring or apparent ease of motion in his tread. He walked undulatory, up and down, catching and pocketing tire, weariness, and pain, all up and down his person, preventing them from locating. The first opinion of a stranger, or a man who did not observe closely, was that his walk implied shrewdness, cunning,—a tricky man; but his was the walk of caution and firmness. In sitting down on a common chair he was no taller than ordinary men. His legs and arms were, abnormally, unnaturally long, and in undue proportion to the balance of his body. It was only when he stood up that he loomed above other men.

Mr. Lincoln's head was long and tall from the base of the brain and from the eyebrows. His head ran backwards, his forehead rising as

it ran back at a low angle, like Clay's, and, unlike Webster's, almost perpendicular. The size of his hat, measured at the hatter's block, was 7⅛, his head being, from ear to ear, 6½ inches, and from the front to the back of the brain 8 inches. Thus measured, it was not below the medium size. His forehead was narrow but high; his hair was dark, almost black, and lay floating where his fingers or the winds left it, piled up at random. His cheek-bones were high, sharp, and prominent; his eyebrows heavy and prominent; his jaws were long, upcurved, and heavy; his nose was large, long, and blunt, a little awry towards the right eye; his chin was long, sharp, and upcurved; his eyebrows cropped out like a huge rock on the brow of a hill; his face was long, sallow, and cadaverous, shrunk, shrivelled, wrinkled, and dry, having here and there a hair on the surface; his cheeks were leathery; his ears were large, and ran out almost at right angles from his head, caused partly by heavy hats and partly by nature; his lower lip was thick, hanging, and undercurved, while his chin reached for the lip upcurved; his neck was neat and trim, his head being well balanced on it; there was the lone mole on the right cheek, and Adam's apple on his throat.

Thus stood, walked, acted, and looked Abraham Lincoln. He was not a pretty man by any means, nor was he an ugly one; he was a homely man, careless of his looks, plain-looking and plain-acting. He had no pomp, display, or dignity, so-called. He appeared simple in his carriage and bearing. He was a sad-looking man; his melancholy dripped from him as he walked. His apparent gloom impressed his friends, and

created a sympathy for him—one means of his great success. He was gloomy, abstracted, and joyous,—rather humorous,—by turns. I do not think he knew what real joy was for many years. . . .

Thus, I say, stood and walked and looked this singular man. He was odd, but when that gray eye and face and every feature were lit up by the inward soul in fires of emotion, *then* it was that all these apparently ugly features sprang into organs of beauty, or sunk themselves into a sea of inspiration that sometimes flooded his face. Sometimes it appeared to me that Lincoln's soul was just fresh from the presence of its Creator.

[See also "Lincoln's Personal Appearance," page 283, volume five, present edition.]

President Lincoln's State Papers.*

By Henry J. Raymond.

No one can read Mr. Lincoln's state papers without perceiving in them a most remarkable faculty of "putting things" so as to command the attention and assent of the common people. His style of thought as well as of expression is thoroughly in harmony with their habitual modes of thinking and of speaking. His intellect is keen, emphatically logical in its action, and capable of the closest and most subtle analysis: and he uses language for the sole purpose

* From "History of the Administration of President Lincoln," by Henry J. Raymond, 1864. Mr. Raymond was editor of the New York *Times*, and the Chairman of the Executive National Committee of the Union (Republican) party at the time.

of stating, in the clearest and simplest possible form, the precise idea he wishes to convey. He has no pride of intellect—not the slightest desire for display—no thought or purpose but that of making everybody understand precisely what he believes and means to utter. And while this sacrifices the graces of style, it gains immeasurably in practical force and effect. It gives to his public papers a weight and influence with the mass of the people which no public man of this country has ever before attained. And this is heightened by the atmosphere of humor which seems to pervade his mind, and which is just as natural to it and as attractive and softening a portion of it, as the smoky hues of Indian summer are of the charming season to which they belong. His nature is eminently genial, and he seems to be incapable of cherishing an envenomed resentment. And although he is easily touched by whatever is painful, the elasticity of his temper and his ready sense of the humorous break the force of anxieties and responsibilities under which a man of harder though perhaps a higher nature would sink and fail.

General Messages to Congress

GENERAL MESSAGES TO CONGRESS

Message to Congress in Special Session.

JULY 4, 1861.

Fellow-citizens of the Senate and House of Representatives: Having been convened on an extraordinary occasion, as authorized by the Constitution, your attention is not called to any ordinary subject of legislation.

At the beginning of the present presidential term, four months ago, the functions of the Federal Government were found to be generally suspended within the several States of South Carolina, Georgia, Alabama, Mississippi, Louisiana, and Florida, excepting only those of the Post-office Department.

Within these States all the forts, arsenals, dockyards, custom-houses, and the like, including the movable and stationary property in and about them, had been seized, and were held in open hostility to this government, excepting only Forts Pickens, Taylor, and Jefferson, on and near the Florida coast, and Fort Sumter, in Charleston Harbor, South Carolina. The forts thus seized had been put in improved condition, new ones had been built, and armed forces had been organized and were organizing, all avowedly with the same hostile purpose.

The forts remaining in the possession of the Federal Government in and near these States were either besieged or menaced by warlike preparations, and especially Fort Sumter was nearly surrounded by well-protected hostile batteries, with guns equal in quality to the best of its own, and outnumbering the latter as perhaps ten to one. A disproportionate share of the Federal muskets and rifles had somehow found their way into these States, and had been seized to be used against the government. Accumulations of the public revenue lying within them had been seized for the same object. The navy was scattered in distant seas, leaving but a very small part of it within immediate reach of the government. Officers of the Federal army and navy resigned in great numbers; and of those resigning a large proportion had taken up arms against the government. Simultaneously, and in connection with all this, the purpose to sever the Federal Union was openly avowed. In accordance with this purpose, an ordinance had been adopted in each of these States, declaring the States respectively to be separated from the National Union. A formula for instituting a combined government of these States had been promulgated; and this illegal organization, in the character of confederate States, was already invoking recognition, aid, and intervention from foreign powers.

Finding this condition of things, and believing it to be an imperative duty upon the incoming executive to prevent, if possible, the consummation of such attempt to destroy the Federal Union, a choice of means to that end became indispensable. This choice was made and was

declared in the inaugural address. The policy chosen looked to the exhaustion of all peaceful measures before a resort to any stronger ones. It sought only to hold the public places and property not already wrested from the government, and to collect the revenue, relying for the rest on time, discussion, and the ballot-box. It promised a continuance of the mails at government expense, to the very people who were resisting the government; and it gave repeated pledges against any disturbance to any of the people, or any of their rights. Of all that which a President might constitutionally and justifiably do in such a case, everything was forborne without which it was believed possible to keep the government on foot.

On the 5th of March (the present incumbent's first full day in office), a letter of Major Anderson, commanding at Fort Sumter, written on the 28th of February and received at the War Department on the 4th of March, was by that department placed in his hands. This letter expressed the professional opinion of the writer that reinforcements could not be thrown into that fort within the time for his relief, rendered necessary by the limited supply of provisions, and with a view of holding possession of the same, with a force of less than twenty thousand good and well-disciplined men. This opinion was concurred in by all the officers of his command, and their memoranda on the subject were made inclosures of Major Anderson's letter. The whole was immediately laid before Lieutenant-General Scott, who at once concurred with Major Anderson in opinion. On reflection, however, he took full time, consulting with

other officers, both of the army and the navy, and at the end of four days came reluctantly but decidedly to the same conclusion as before. He also stated at the same time that no such sufficient force was then at the control of the government, or could be raised and brought to the ground within the time when the provisions in the fort would be exhausted. In a purely military point of view, this reduced the duty of the administration in the case to the mere matter of getting the garrison safely out of the fort.

It was believed, however, that to so abandon that position, under the circumstances, would be utterly ruinous; that the necessity under which it was to be done would not be fully understood; that by many it would be construed as a part of a voluntary policy; that at home it would discourage friends of the Union, embolden its adversaries, and go far to insure to the latter a recognition abroad; that, in fact, it would be our national destruction consummated. This could not be allowed. Starvation was not yet upon the garrison, and ere it would be reached Fort Pickens might be reinforced. This last would be a clear indication of policy, and would better enable the country to accept the evacuation of Fort Sumter as a military necessity. An order was at once directed to be sent for the landing of the troops from the steamship *Brooklyn* into Fort Pickens. This order could not go by land, but must take the longer and slower route by sea. The first return news from the order was received just one week before the fall of Fort Sumter. The news itself was that the officer commanding the *Sabine,* to which vessel the troops had been transferred from the *Brook-*

lyn, acting upon some *quasi* armistice of the late administration (and of the existence of which the present administration, up to the time the order was despatched, had only too vague and uncertain rumors to fix attention), had refused to land the troops. To now reinforce Fort Pickens before a crisis would be reached at Fort Sumter was impossible—rendered so by the near exhaustion of provisions in the latter-named fort. In precaution against such a conjuncture, the government had, a few days before, commenced preparing an expedition as well adapted as might be to relieve Fort Sumter, which expedition was intended to be ultimately used, or not, according to circumstances. The strongest anticipated case for using it was now presented, and it was resolved to send it forward. As had been intended in this contingency, it was also resolved to notify the governor of South Carolina that he might expect an attempt would be made to provision the fort; and that, if the attempt should not be resisted, there would be no effort to throw in men, arms, or ammunition, without further notice, or in case of an attack upon the fort. This notice was accordingly given; whereupon the fort was attacked and bombarded to its fall, without even awaiting the arrival of the provisioning expedition.

It is thus seen that the assault upon and reduction of Fort Sumter was in no sense a matter of self-defense on the part of the assailants. They well knew that the garrison in the fort could by no possibility commit aggression upon them. They knew—they were expressly notified—that the giving of bread to a few brave and hungry men of the garrison was all which would

on that occasion be attempted, unless themselves, by resisting so much, should provoke more. They knew that this government desired to keep the garrison in the fort, not to assail them, but merely to maintain visible possession, and thus to preserve the Union from actual and immediate dissolution—trusting, as hereinbefore stated, to time, discussion, and the ballot-box for final adjustment; and they assailed and reduced the fort for precisely the reverse object—to drive out the visible authority of the Federal Union, and thus force it to immediate dissolution. That this was their object the executive well understood; and having said to them in the inaugural address, "You can have no conflict without being yourselves the aggressors," he took pains not only to keep this declaration good, but also to keep the case so free from the power of ingenious sophistry that the world should not be able to misunderstand it. By the affair at Fort Sumter, with its surrounding circumstances, that point was reached. Then and thereby the assailants of the government began the conflict of arms, without a gun in sight or in expectancy to return their fire, save only the few in the fort sent to that harbor years before for their own protection, and still ready to give that protection in whatever was lawful. In this act, discarding all else, they have forced upon the country the distinct issue, "immediate dissolution or blood."

And this issue embraces more than the fate of the United States. It presents to the whole family of man the question whether a constitutional republic or democracy—a government of the people by the same people—can or cannot

maintain its territorial integrity against its own domestic foes. It presents the question whether discontented individuals, too few in numbers to control administration according to organic law in any case, can always, upon the pretenses made in this case, or on any other pretenses, or arbitrarily without any pretense, break up their government, and thus practically put an end to free government upon the earth. It forces us to ask: "Is there, in all republics, this inherent and fatal weakness?" "Must a government, of necessity, be too strong for the liberties of its own people, or too weak to maintain its own existence?"

So viewing the issue, no choice was left but to call out the war power of the government; and so to resist force employed for its destruction, by force for its preservation.

The call was made, and the response of the country was most gratifying, surpassing in unanimity and spirit the most sanguine expectation. Yet none of the States commonly called slave States, except Delaware, gave a regiment through regular State organization. A few regiments have been organized within some others of those States by individual enterprise, and received into the government service. Of course the seceded States, so called (and to which Texas had been joined about the time of the inauguration), gave no troops to the cause of the Union. The border States, so called, were not uniform in their action, some of them being almost for the Union, while in others—as Virginia, North Carolina, Tennessee, and Arkansas—the Union sentiment was nearly repressed and silenced. The course taken in Virginia was

the most remarkable—perhaps the most important. A convention elected by the people of that State to consider the very question of disrupting the Federal Union was in session at the capital of Virginia when Fort Sumter fell. To this body the people had chosen a large majority of professed Union men. Almost immediately after the fall of Sumter, many members of that majority went over to the original disunion minority, and with them adopted an ordinance for withdrawing the State from the Union. Whether this change was wrought by their great approval of the assault upon Sumter or their great resentment at the government's resistance to that assault, is not definitely known. Although they submitted the ordinance for ratification to a vote of the people, to be taken on a day then somewhat more than a month distant, the convention and the legislature (which was also in session at the same time and place), with leading men of the State not members of either, immediately commenced acting as if the State were already out of the Union. They pushed military preparations vigorously forward all over the State. They seized the United States armory at Harper's Ferry, and the navy-yard at Gosport, near Norfolk. They received—perhaps invited—into their State large bodies of troops, with their warlike appointments, from the so-called seceded States. They formally entered into a treaty of temporary alliance and coöperation with the so-called "Confederate States," and sent members to their congress at Montgomery. And, finally, they permitted the insurrectionary government to be transferred to their capital at Richmond.

The people of Virginia have thus allowed this giant insurrection to make its nest within her borders; and this government has no choice left but to deal with it where it finds it. And it has the less regret as the loyal citizens have, in due form, claimed its protection. Those loyal citizens this government is bound to recognize and protect, as being Virginia.

In the border States, so called,—in fact, the Middle States,—there are those who favor a policy which they call "armed neutrality"; that is, an arming of those States to prevent the Union forces passing one way, or the disunion the other, over their soil. This would be disunion completed. Figuratively speaking, it would be the building of an impassable wall along the line of separation—and yet not quite an impassable one, for under the guise of neutrality it would tie the hands of Union men and freely pass supplies from among them to the insurrectionists, which it could not do as an open enemy. At a stroke it would take all the trouble off the hands of secession, except only what proceeds from the external blockade. It would do for the disunionists that which, of all things, they most desire—feed them well, and give them disunion without a struggle of their own. It recognizes no fidelity to the Constitution, no obligation to maintain the Union; and while very many who have favored it are doubtless loyal citizens, it is, nevertheless, very injurious in effect.

Recurring to the action of the government, it may be stated that at first a call was made for 75,000 militia, and, rapidly following this, a proclamation was issued for closing the ports of the insurrectionary districts by proceedings in

the nature of blockade. So far all was believed to be strictly legal. At this point the insurrectionists announced their purpose to enter upon the practice of privateering.

Other calls were made for volunteers to serve for three years, unless sooner discharged, and also for large additions to the regular army and navy. These measures, whether strictly legal or not, were ventured upon, under what appeared to be a popular demand and a public necessity; trusting then, as now, that Congress would readily ratify them. It is believed that nothing has been done beyond the constitutional competency of Congress.

Soon after the first call for militia, it was considered a duty to authorize the commanding general in proper cases, according to his discretion, to suspend the privilege of the writ of *habeas corpus*, or, in other words, to arrest and detain, without resort to the ordinary processes and forms of law, such individuals as he might deem dangerous to the public safety. This authority has purposely been exercised but very sparingly. Nevertheless, the legality and propriety of what has been done under it are questioned, and the attention of the country has been called to the proposition that one who has sworn to "take care that the laws be faithfully executed" should not himself violate them. Of course some consideration was given to the questions of power and propriety before this matter was acted upon. The whole of the laws which were required to be faithfully executed were being resisted and failing of execution in nearly one third of the States. Must they be allowed to finally fail of execution, even had it been per-

fectly clear that by the use of the means necessary to their execution some single law, made in such extreme tenderness of the citizen's liberty that, practically, it relieves more of the guilty than of the innocent, should to a very limited extent be violated? To state the question more directly, are all the laws but one to go unexecuted, and the government itself go to pieces lest that one be violated? Even in such a case, would not the official oath be broken if the government should be overthrown, when it was believed that disregarding the single law would tend to preserve it? But it was not believed that this question was presented. It was not believed that any law was violated. The provision of the Constitution that "the privilege of the writ of *habeas corpus* shall not be suspended, unless when, in cases of rebellion or invasion, the public safety may require it," is equivalent to a provision—is a provision—that such privilege may be suspended when, in case of rebellion or invasion, the public safety does require it. It was decided that we have a case of rebellion, and that the public safety does require the qualified suspension of the privilege of the writ which was authorized to be made. Now it is insisted that Congress, and not the executive, is vested with this power. But the Constitution itself is silent as to which or who is to exercise the power; and as the provision was plainly made for a dangerous emergency, it cannot be believed the framers of the instrument intended that in every case the danger should run its course until Congress could be called together, the very assembling of which might be prevented, as was intended in this case, by the rebellion.

No more extended argument is now offered, as an opinion at some length will probably be presented by the attorney-general. Whether there shall be any legislation upon the subject, and if any, what, is submitted entirely to the better judgment of Congress.

The forbearance of this government had been so extraordinary and so long continued as to lead some foreign nations to shape their action as if they supposed the early destruction of our National Union was probable. While this, on discovery, gave the executive some concern, he is now happy to say that the sovereignty and rights of the United States are now everywhere practically respected by foreign powers; and a general sympathy with the country is manifested throughout the world.

The reports of the Secretaries of the Treasury, War, and the Navy will give the information in detail deemed necessary and convenient for your deliberation and action; while the executive and all the departments will stand ready to supply omissions, or to communicate new facts considered important for you to know.

It is now recommended that you give the legal means for making this contest a short and decisive one: that you place at the control of the government for the work at least four hundred thousand men and $400,000,000. That number of men is about one tenth of those of proper ages within the regions where, apparently, all are willing to engage; and the sum is less than a twenty-third part of the money value owned by the men who seem ready to devote the whole. A debt of $600,000,000 now is a less sum per head than was the debt of our Revolution when

we came out of that struggle; and the money value in the country now bears even a greater proportion to what it was then than does the population. Surely each man has as strong a motive now to preserve our liberties as each had then to establish them.

A right result at this time will be worth more to the world than ten times the men and ten times the money. The evidence reaching us from the country leaves no doubt that the material for the work is abundant, and that it needs only the hand of legislation to give it legal sanction, and the hand of the executive to give it practical shape and efficiency. One of the greatest perplexities of the government is to avoid receiving troops faster than it can provide for them. In a word, the people will save their government if the government itself will do its part only indifferently well.

It might seem, at first thought, to be of little difference whether the present movement at the South be called "secession" or "rebellion." The movers, however, will understand the difference. At the beginning they knew they could never raise their treason to any respectable magnitude by any name which implies violation of law. They knew their people possessed as much of moral sense, as much of devotion to law and order, and as much pride in and reverence for the history and government of their common country as any other civilized and patriotic people. They knew they could make no advancement directly in the teeth of these strong and noble sentiments. Accordingly, they commenced by an insidious debauching of the public mind. They invented an ingenious sophism which, if

conceded, was followed by perfectly logical steps, through all the incidents, to the complete destruction of the Union. The sophism itself is that any State of the Union may consistently with the National Constitution, and therefore lawfully and peacefully, withdraw from the Union without the consent of the Union or of any other State. The little disguise that the supposed right is to be exercised only for just cause, themselves to be the sole judges of its justice, is too thin to merit any notice.

With rebellion thus sugar-coated they have been drugging the public mind of their section for more than thirty years, and until at length they have brought many good men to a willingness to take up arms against the government the day after some assemblage of men have enacted the farcical pretense of taking their State out of the Union, who could have been brought to no such thing the day before.

This sophism derives much, perhaps the whole, of its currency from the assumption that there is some omnipotent and sacred supremacy pertaining to a State—to each State of our Federal Union. Our States have neither more nor less power than that reserved to them in the Union by the Constitution—no one of them ever having been a State out of the Union. The original ones passed into the Union even before they cast off their British colonial dependence; and the new ones each came into the Union directly from a condition of dependence, excepting Texas. And even Texas, in its temporary independence, was never designated a State. The new ones only took the designation of States on coming into the Union, while that name was first adopted

for the old ones in and by the Declaration of Independence. Therein the "United Colonies" were declared to be "free and independent States"; but even then the object plainly was not to declare their independence of one another or of the Union, but directly the contrary, as their mutual pledge and their mutual action before, at the time, and afterward, abundantly show. The express plighting of faith by each and all of the original thirteen in the Articles of Confederation, two years later, that the Union shall be perpetual, is most conclusive. Having never been States either in substance or in name outside of the Union, whence this magical omnipotence of "State Rights," asserting a claim of power to lawfully destroy the Union itself? Much is said about the "sovereignty" of the States; but the word even is not in the National Constitution, nor, as is believed, in any of the State constitutions. What is "sovereignty" in the political sense of the term? Would it be far wrong to define it "a political community without a political superior"? Tested by this, no one of our States except Texas ever was a sovereignty. And even Texas gave up the character on coming into the Union; by which act she acknowledged the Constitution of the United States, and the laws and treaties of the United States made in pursuance of the Constitution, to be for her the supreme law of the land. The States have their status in the Union, and they have no other legal status. If they break from this, they can only do so against law and by revolution. The Union, and not themselves separately, procured their independenece and their liberty. By conquest or purchase the Union gave each

of them whatever of independence or liberty it has. The Union is older than any of the States, and, in fact, it created them as States. Originally some dependent colonies made the Union, and, in turn, the Union threw off their old dependence for them, and made them States, such as they are. Not one of them ever had a State constitution independent of the Union. Of course, it is not forgotten that all the new States framed their constitutions before they entered the Union—nevertheless, dependent upon and preparatory to coming into the Union.

Unquestionably the States have the powers and rights reserved to them in and by the National Constitution; but among these surely are not included all conceivable powers, however mischievous or destructive, but, at most, such only as were known in the world at the time as governmental powers; and certainly a power to destroy the government itself had never been known as a governmental, as a merely administrative power. This relative matter of national power and State rights, as a principle, is no other than the principle of generality and locality. Whatever concerns the whole should be confided to the whole—to the General Government; while whatever concerns only the State should be left exclusively to the State. This is all there is of the original principle about it. Whether the National Constitution in defining boundaries between the two has applied the principle with exact accuracy, is not to be questioned. We are all bound by that defining, without question.

What is now combated is the position that secession is consistent with the Constitution—is lawful and peaceful. It is not contended that

there is any express law for it; and nothing should ever be implied as law which leads to unjust or absurd consequences. The nation purchased with money the countries out of which several of these States were formed. Is it just that they shall go off without leave and without refunding? The nation paid very large sums (in the aggregate, I believe, nearly a hundred millions) to relieve Florida of the aboriginal tribes. Is it just that she shall now be off without consent or without making any return? The nation is now in debt for money applied to the benefit of these so-called seceding States in common with the rest. Is it just either that creditors shall go unpaid or the remaining States pay the whole? A part of the present national debt was contracted to pay the old debts of Texas. Is it just that she shall leave and pay no part of this herself?

Again, if one State may secede, so may another; and when all shall have seceded, none is left to pay the debts. Is this quite just to creditors? Did we notify them of this sage view of ours when we borrowed their money? If we now recognize this doctrine by allowing the seceders to go in peace, it is difficult to see what we can do if others choose to go or to extort terms upon which they will promise to remain.

The seceders insist that our Constitution admits of secession. They have assumed to make a national constitution of their own, in which of necessity they have either discarded or retained the right of secession as they insist it exists in ours. If they have discarded it, they thereby admit that on principle it ought not to

be in ours. If they have retained it by their own construction of ours, they show that to be consistent they must secede from one another whenever they shall find it the easiest way of settling their debts, or effecting any other selfish or unjust object. The principle itself is one of disintegration, and upon which no government can possibly endure.

If all the States save one should assert the power to drive that one out of the Union, it is presumed the whole class of seceder politicians would at once deny the power and denounce the act as the greatest outrage upon State rights. But suppose that precisely the same act, instead of being called "driving the one out," should be called "the seceding of the others from that one," it would be exactly what the seceders claim to do, unless, indeed, they make the point that the one, because it is a minority, may rightfully do what the others, because they are a majority, may not rightfully do. These politicians are subtle and profound on the rights of minorities. They are not partial to that power which made the Constitution and speaks from the preamble calling itself "We, the People."

It may well be questioned whether there is today a majority of the legally qualified voters of any State, except perhaps South Carolina, in favor of disunion. There is much reason to believe that the Union men are the majority in many, if not in every other one, of the so-called seceded States. The contrary has not been demonstrated in any one of them. It is ventured to affirm this even of Virginia and Tennessee; for the result of an election held in military camps, where the bayonets are all on one side of the

question voted upon, can scarcely be considered as demonstrating popular sentiment. At such an election, all that large class who are at once for the Union and against coercion would be coerced to vote against the Union.

It may be affirmed without extravagance that the free institutions we enjoy have developed the powers and improved the condition of our whole people beyond any example in the world. Of this we now have a striking and impressive illustration. So large an army as the government has now on foot was never before known, without a soldier in it but who has taken his place there of his own free choice. But more than this, there are many single regiments whose members, one and another, possess full practical knowledge of all the arts, sciences, professions, and whatever else, whether useful or elegant, is known in the world; and there is scarcely one from which there could not be selected a President, a cabinet, a congress, and perhaps a court, abundantly competent to administer the government itself. Nor do I say this is not true also in the army of our late friends, now adversaries in this contest; but if it is, so much better the reason why the government which has conferred such benefits on both them and us should not be broken up. Whoever in any section proposes to abandon such a government would do well to consider in deference to what principle it is that he does it—what better he is likely to get in its stead—whether the substitute will give, or be intended to give, so much of good to the people? There are some foreshadowings on this subject. Our adversaries have adopted some declarations of independence

in which, unlike the good old one, penned by Jefferson, they omit the words "all men are created equal." Why? They have adopted a temporary national constitution, in the preamble of which, unlike our good old one, signed by Washington, they omit "We, the People," and substitute, "We, the deputies of the sovereign and independent States." Why? Why this deliberate pressing out of view the rights of men and the authority of the people?

This is essentially a people's contest. On the side of the Union it is a struggle for maintaining in the world that form and substance of government whose leading object is to elevate the condition of men—to lift artificial weights from all shoulders; to clear the paths of laudable pursuit for all; to afford all an unfettered start, and a fair chance in the race of life. Yielding to partial and temporary departures, from necessity, this is the leading object of the government for whose existence we contend.

I am most happy to believe that the plain people understand and appreciate this. It is worthy of note that while in this, the government's hour of trial, large numbers of those in the army and navy who have been favored with the offices have resigned and proved false to the hand which had pampered them, not one common soldier or common sailor is known to have deserted his flag.

Great honor is due to those officers who remained true, despite the example of their treacherous associates; but the greatest honor, and most important fact of all, is the unanimous firmness of the common soldiers and common sailors. To the last man, so far as known, they

have successfully resisted the traitorous efforts of those whose commands, but an hour before, they obeyed as absolute law. This is the patriotic instinct of the plain people. They understand, without an argument, that the destroying of the government which was made by Washington means no good to them.

Our popular government has often been called an experiment. Two points in it our people have already settled—the successful establishing and the successful administering of it. One still remains—its successful maintenance against a formidable internal attempt to overthrow it. It is now for them to demonstrate to the world that those who can fairly carry an election can also suppress a rebellion; that ballots are the rightful and peaceful successors of bullets; and that when ballots have fairly and constitutionally decided, there can be no successful appeal back to bullets; that there can be no successful appeal, except to ballots themselves, at succeeding elections. Such will be a great lesson of peace: teaching men that what they cannot take by an election, neither can they take it by a war; teaching all the folly of being the beginners of a war.

Lest there be some uneasiness in the minds of candid men as to what is to be the course of the government toward the Southern States after the rebellion shall have been suppressed, the executive deems it proper to say it will be his purpose then, as ever, to be guided by the Constitution and the laws; and that he probably will have no different understanding of the powers and duties of the Federal Government relatively to the rights of the States and the people,

under the Constitution, than that expressed in the inaugural address.

He desires to preserve the government, that it may be administered for all as it was administered by the men who made it. Loyal citizens everywhere have the right to claim this of their government, and the government has no right to withhold or neglect it. It is not perceived that in giving it there is any coercion, any conquest, or any subjugation, in any just sense of those terms.

The Constitution provides, and all the States have accepted the provision, that "the United States shall guarantee to every State in this Union a republican form of government." But if a State may lawfully go out of the Union, having done so, it may also discard the republican form of government; so that to prevent its going out is an indispensable means to the end of maintaining the guarantee mentioned; and when an end is lawful and obligatory, the indispensable means to it are also lawful and obligatory.

It was with the deepest regret that the executive found the duty of employing the war power in defense of the government forced upon him. He could but perform this duty or surrender the existence of the government. No compromise by public servants could, in this case, be a cure; not that compromises are not often proper, but that no popular government can long survive a marked precedent that those who carry an election can only save the government from immediate destruction by giving up the main point upon which the people gave the election. The people themselves, and not their servants, can safely reverse their own deliberate decisions.

As a private citizen the executive could not have consented that these institutions shall perish; much less could he, in betrayal of so vast and so sacred a trust as the free people have confided to him. He felt that he had no moral right to shrink, nor even to count the chances of his own life in what might follow. In full view of his great responsibility he has, so far, done what he has deemed his duty. You will now, according to your own judgment, perform yours. He sincerely hopes that your views and your actions may so accord with his, as to assure all faithful citizens who have been disturbed in their rights of a certain and speedy restoration to them, under the Constitution and the laws.

And having thus chosen our course, without guile and with pure purpose, let us renew our trust in God, and go forward without fear and with manly hearts.

Abraham Lincoln.

Annual Message to Congress.

DECEMBER 3, 1861.

Fellow-citizens of the Senate and House of Representatives: In the midst of unprecedented political troubles we have cause of great gratitude to God for unusual good health and most abundant harvests.

You will not be surprised to learn that, in the peculiar exigencies of the times, our intercourse with foreign nations has been attended with profound solicitude, chiefly turning upon our own domestic affairs.

A disloyal portion of the American people

have, during the whole year, been engaged in an attempt to divide and destroy the Union. A nation which endures factious domestic division is exposed to disrespect abroad; and one party, if not both, is sure, sooner or later, to invoke foreign intervention. Nations thus tempted to interfere are not always able to resist the counsels of seeming expediency and ungenerous ambition, although measures adopted under such influences seldom fail to be unfortunate and injurious to those adopting them.

The disloyal citizens of the United States who have offered the ruin of our country in return for the aid and comfort which they have invoked abroad, have received less patronage and encouragement than they probably expected. If it were just to suppose, as the insurgents have seemed to assume, that foreign nations in this case, discarding all moral, social, and treaty obligations, would act solely and selfishly for the most speedy restoration of commerce, including especially, the acquisition of cotton, those nations appear as yet not to have seen their way to their object more directly or clearly through the destruction than through the preservation of the Union. If we could dare to believe that foreign nations are actuated by no higher principle than this, I am quite sure a sound argument could be made to show them that they can reach their aim more readily and easily by aiding to crush this rebellion than by giving encouragement to it.

The principal lever relied on by the insurgents for exciting foreign nations to hostility against us, as already intimated, is the embarrassment of commerce. Those nations, however, not improbably saw from the first that it was

the Union which made as well our foreign as our domestic commerce. They can scarcely have failed to perceive that the effort for disunion produces the existing difficulty; and that one strong nation promises more durable peace and a more extensive, valuable, and reliable commerce than can the same nation broken in hostile fragments.

It is not my purpose to review our discussions with foreign states, because, whatever might be their wishes or dispositions, the integrity of our country and the stability of our government mainly depend not upon them, but on the loyalty, virtue, patriotism, and intelligence of the American people. The correspondence itself, with the usual reservations, is herewith submitted.

I venture to hope it will appear that we have practised prudence and liberality toward foreign powers, averting causes of irritation, and with firmness maintaining our own rights and honor.

Since, however, it is apparent that here, as in every other state, foreign dangers necessarily attend domestic difficulties, I recommend that adequate and ample measures be adopted for maintaining the public defenses on every side. While under this general recommendation provision for defending our sea-coast line readily occurs to the mind, I also in the same connection ask the attention of Congress to our great lakes and rivers. It is believed that some fortifications and depots of arms and munitions, with harbor and navigation improvements, all at well-selected points upon these, would be of great importance to the national defense and preservation. I ask attention to the views of the Secretary of War,

expressed in his report upon the same general subject.

I deem it of importance that the loyal regions of East Tennessee and western North Carolina should be connected with Kentucky and other faithful parts of the Union by railroad. I therefore recommend as a military measure that Congress provide for the construction of such road as speedily as possible. Kentucky, no doubt, will coöperate, and, through her legislature, make the most judicious selection of a line. The northern terminus must connect with some existing railroad; and whether the route shall be from Lexington or Nicholasville to the Cumberland Gap, or from Lebanon to the Tennessee line, in the direction of Knoxville, or on some still different line, can easily be determined. Kentucky and the General Government coöperating, the work can be completed in a very short time; and when done it will be not only of vast present usefulness, but also a valuable permanent improvement, worth its cost in all the future.

Some treaties, designed chiefly for the interests of commerce, and having no grave political importance, have been negotiated, and will be submitted to the Senate for their consideration.

Although we have failed to induce some of the commercial powers to adopt a desirable melioration of the rigor of maritime war, we have removed all obstructions from the way of this humane reform, except such as are merely of temporary and accidental occurrence.

I invite your attention to the correspondence between her Britannic Majesty's minister ac-

credited to this government, and the Secretary of State, relative to the detention of the British ship *Perthshire,* in June last, by the United States steamer *Massachusetts,* for a supposed breach of the blockade. As this detention was occasioned by an obvious misapprehension of the facts, and as justice requires that we should commit no belligerent act not founded in strict right, as sanctioned by public law, I recommend that an appropriation be made to satisfy the reasonable demand of the owners of the vessel for her detention.

I repeat the recommendation of my predecessor, in his annual message to Congress in December last, in regard to the disposition of the surplus which will probably remain after satisfying the claims of American citizens against China, pursuant to the awards of the commissioners under the act of the 3d of March, 1859. If, however, it should not be deemed advisable to carry that recommendation into effect, I would suggest that authority be given for investing the principal, over the proceeds of the surplus referred to, in good securities, with a view to the satisfaction of such other just claims of our citizens against China as are not unlikely to arise hereafter in the course of our extensive trade with that empire.

By the act of the 5th of August last, Congress authorized the President to instruct the commanders of suitable vessels to defend themselves against, and to capture, pirates. This authority has been exercised in a single instance only. For the more effectual protection of our extensive and valuable commerce, in the eastern seas especially, it seems to me that it would also be

advisable to authorize the commanders of sailing vessels to recapture any prizes which pirates may make of United States vessels and their cargoes, and the consular courts, now established by law in eastern countries, to adjudicate the cases, in the event that this should not be objected to by the local authorities.

If any good reason exists why we should persevere longer in withholding our recognition of the independence and sovereignty of Hayti and Liberia, I am unable to discern it. Unwilling, however, to inaugurate a novel policy in regard to them without the approbation of Congress, I submit for your consideration the expediency of an appropriation for maintaining a *chargé d'affaires* near each of those new states. It does not admit of doubt that important commercial advantages might be secured by favorable treaties with them.

The operations of the treasury during the period which elapsed since your adjournment have been conducted with signal success. The patriotism of the people has placed at the disposal of the government the large means demanded by the public exigencies. Much of the national loan has been taken by citizens of the industrial classes whose confidence in their country's faith, and zeal for their country's deliverance from present peril, have induced them to contribute to the support of the government the whole of their limited acquisitions. This fact imposes peculiar obligations to economy in disbursement and energy in action.

The revenue from all sources, including loans, for the financial year ending on the 30th June, 1861, was $86,835,900.27, and the expenditures

for the same period, including payments on account of the public debt, were $84,578,834.47; leaving a balance in the treasury, on the 1st of July, of $2,257,065.80. For the first quarter of the financial year ending on the 30th of September, 1861, the receipts from all sources, including the balance of 1st of July, were $102,532,509.27, and the expenses $98,239,733.09; leaving a balance on the 1st October, 1861, of $4,292,776.18.

Estimates for the remaining three quarters of the year, and for the financial year 1863, together with his views of ways and means for meeting the demands contemplated by them, will be submitted to Congress by the Secretary of the Treasury. It is gratifying to know that the expenditures made necessary by the rebellion are not beyond the resources of the loyal people, and to believe that the same patriotism which has thus far sustained the government will continue to sustain it till peace and union shall again bless the land.

I respectfully refer to the report of the Secretary of War for information respecting the numerical strength of the army, and for recommendations having in view an increase of its efficiency and the well-being of the various branches of the service intrusted to his care. It is gratifying to know that the patriotism of the people has proved equal to the occasion, and that the number of troops tendered greatly exceeds the force which Congress authorized me to call into the field.

I refer with pleasure to those portions of his report which make allusion to the creditable degree of discipline already attained by our

troops, and to the excellent sanitary condition of the entire army.

The recommendation of the secretary for an organization of the militia upon a uniform basis is a subject of vital importance to the future safety of the country, and is commended to the serious attention of Congress.

The large addition to the regular army, in connection with the defection that has so considerably diminished the number of its officers, gives peculiar importance to his recommendation for increasing the corps of cadets to the greatest capacity of the Military Academy.

By mere omission, I presume, Congress has failed to provide chaplains for hospitals occupied by volunteers. This subject was brought to my notice, and I was induced to draw up the form of a letter, one copy of which, properly addressed, has been delivered to each of the persons, and at the dates respectively named and stated, in a schedule, containing also the form of the letter, marked A, and herewith transmitted.

These gentlemen, I understand, entered upon the duties designated at the times respectively stated in the schedule, and have labored faithfully therein ever since. I therefore recommend that they be compensated at the same rate as chaplains in the army. I further suggest that general provision be made for chaplains to serve at hospitals as well as with regiments.

The report of the Secretary of the Navy presents in detail the operations of that branch of the service, the activity and energy which have characterized its administration, and the results of measures to increase its efficiency and power.

Such have been the additions, by construction and purchase, that it may almost be said a navy has been created and brought into service since our difficulties commenced.

Besides blockading our extensive coast, squadrons larger than ever before assembled under our flag have been put afloat and performed deeds which have increased our naval renown.

I would invite special attention to the recommendation of the secretary for a more perfect organization of the navy by introducing additional grades in the service.

The present organization is defective and unsatisfactory, and the suggestions submitted by the department will, it is believed, if adopted, obviate the difficulties alluded to, promote harmony, and increase the efficiency of the navy.

There are three vacancies on the bench of the Supreme Court—two by the decease of Justices Daniel and McLean, and one by the resignation of Justice Campbell. I have so far forborne making nominations to fill these vacancies for reasons which I will now state. Two of the outgoing judges resided within the States now overrun by revolt; so that if successors were appointed in the same localities they could not now serve upon their circuits; and many of the most competent men there probably would not take the personal hazard of accepting to serve, even here, upon the supreme bench. I have been unwilling to throw all the appointments northward, thus disabling myself from doing justice to the South on the return of peace; although I may remark that to transfer to the North one

which has heretofore been in the South, would not, with reference to territory and population, be unjust.

During the long and brilliant judicial career of Judge McLean his circuit grew into an empire,—altogether too large for any one judge to give the courts therein more than a nominal attendance,—rising in population from 1,470,018 in 1830, to 6,151,405 in 1860.

Besides this, the country generally has outgrown our present judicial system. If uniformity was at all intended, the system requires that all the States shall be accommodated with circuit courts, attended by supreme judges, while, in fact, Wisconsin, Minnesota, Iowa, Kansas, Florida, Texas, California, and Oregon have never had any such courts. Nor can this well be remedied without a change of the system; because the adding of judges to the Supreme Court, enough for the accommodation of all parts of the country, with circuit courts, would create a court altogether too numerous for a judicial body of any sort. And the evil, if it be one, will increase as new States come into the Union. Circuit courts are useful, or they are not useful. If useful, no State should be denied them; if not useful, no State should have them. Let them be provided for all, or abolished as to all.

Three modifications occur to me, either of which, I think, would be an improvement upon our present system. Let the Supreme Court be of convenient number in any event. Then, first, let the whole country be divided into circuits of convenient size, the supreme judges to serve in a number of them corresponding to their own number, and independent circuit judges to be

provided for the rest. Or, secondly, let the supreme judges be relieved from circuit duties, and circuit judges provided for all the circuits. Or, thirdly, dispense with circuit courts altogether, leaving the judicial functions wholly to the district courts and an independent Supreme Court.

I respectfully recommend to the consideration of Congress the present condition of the statute laws, with the hope that Congress will be able to find an easy remedy for many of the inconveniences and evils which constantly embarrass those engaged in the practical administration of them. Since the organization of the government, Congress has enacted some 5000 acts and joint resolutions, which fill more than 6000 closely printed pages, and are scattered through many volumes. Many of these acts have been drawn in haste and without sufficient caution, so that their provisions are often obscure in themselves, or in conflict with each other, or at least so doubtful as to render it very difficult for even the best-informed persons to ascertain precisely what the statute law really is.

It seems to me very important that the statute laws should be made as plain and intelligible as possible, and be reduced to as small a compass as may consist with the fulness and precision of the will of the legislature and the perspicuity of its language. This, well done, would, I think, greatly facilitate the labors of those whose duty it is to assist in the administration of the laws, and would be a lasting benefit to the people by placing before them, in a more accessible and intelligible form, the laws which so deeply concern their interests and their duties.

I am informed by some whose opinions I re-

spect that all the acts of Congress now in force, and of a permanent and general nature, might be revised and rewritten so as to be embraced in one volume (or, at most, two volumes) of ordinary and convenient size; and I respectfully recommend to Congress to consider of the subject, and, if my suggestion be approved, to devise such plan as to their wisdom shall seem most proper for the attainment of the end proposed.

One of the unavoidable consequences of the present insurrection is the entire suppression, in many places, of all the ordinary means of administering civil justice by the officers, and in the forms of existing law. This is the case, in whole or in part, in all the insurgent States; and as our armies advance upon and take possession of parts of those States, the practical evil becomes more apparent. There are no courts nor officers to whom the citizens of other States may apply for the enforcement of their lawful claims against citizens of the insurgent States; and there is a vast amount of debt constituting such claims. Some have estimated it as high as $200,000,000, due, in large part, from insurgents in open rebellion to loyal citizens who are, even now, making great sacrifices in the discharge of their patriotic duty to support the government.

Under these circumstances, I have been urgently solicited to establish, by military power, courts to administer summary justice in such cases. I have thus far declined to do it, not because I had any doubt that the end proposed—the collection of the debts—was just and right in itself, but because I had been unwilling to go beyond the pressure of necessity in the un-

usual exercise of power. But the powers of Congress, I suppose, are equal to the anomalous occasion, and therefore I refer the whole matter to Congress, with the hope that a plan may be devised for the administration of justice in all such parts of the insurgent States and Territories as may be under the control of this government, whether by a voluntary return to allegiance and order, or by the power of our arms; this, however, not to be a permanent institution, but a temporary substitute, and to cease as soon as the ordinary courts can be re-established in peace.

It is important that some more convenient means should be provided, if possible, for the adjustment of claims against the government, especially in view of their increased number by reason of the war. It is as much the duty of government to render prompt justice against itself, in favor of citizens, as it is to administer the same between private individuals. The investigation and adjudication of claims in their nature belong to the judicial department; besides, it is apparent that the attention of Congress will be more than usually engaged, for some time to come, with great national questions. It was intended, by the organization of the Court of Claims, mainly to remove this branch of business from the halls of Congress; but while the court has proved to be an effective and valuable means of investigation, it in great degree fails to effect the object of its creation for want of power to make its judgments final.

Fully aware of the delicacy, not to say the danger, of the subject, I commend to your careful consideration whether this power of making

judgments final may not properly be given to the court, reserving the right of appeal on questions of law to the Supreme Court, with such other provisions as experience may have shown to be necessary.

I ask attention to the report of the Postmaster-General, the following being a summary statement of the condition of the department:

The revenue from all sources during the fiscal year ending June 30, 1861, including the annual permanent appropriation of $700,000 for the transportation of "free mail matter," was $9,049,296.40, being about two per cent. less than the revenue for 1860.

The expenditures were $13,606,759.11, showing a decrease of more than eight per cent. as compared with those of the previous year, and leaving an excess of expenditure over the revenue for the last fiscal year of $4,557,462.71.

The gross revenue for the year ending June 30, 1863, is estimated at an increase of four per cent. on that of 1861, making $8,683,000, to which should be added the earnings of the department in carrying free matter, viz., $700,000, making $9,383,000.

The total expenditures for 1863 are estimated at $12,528,000, leaving an estimated deficiency of $3,145,000 to be supplied from the treasury in addition to the permanent appropriation.

The present insurrection shows, I think, that the extension of this District across the Potomac River, at the time of establishing the capital here, was eminently wise, and consequently that the relinquishment of that portion of it which lies within the State of Virginia was unwise and dangerous. I submit for your consideration the

expediency of regaining that part of the District and the restoration of the original boundaries thereof, through negotiations with the State of Virginia.

The report of the Secretary of the Interior, with the accompanying documents, exhibits the condition of the several branches of the public business pertaining to that department. The depressing influences of the insurrection have been especially felt in the operations of the Patent and General Land Offices. The cash receipts from the sales of public lands during the past year have exceeded the expenses of our land system only about $200,000. The sales have been entirely suspended in the Southern States, while the interruptions to the business of the country, and the diversion of large numbers of men from labor to military service, have obstructed settlements in the new States and Territories of the Northwest.

The receipts of the Patent Office have declined in nine months about $100,000, rendering a large reduction of the force employed necessary to make it self-sustaining.

The demands upon the Pension Office will be largely increased by the insurrection. Numerous applications for pensions, based upon the casualties of the existing war, have already been made. There is reason to believe that many who are now upon the pension rolls and in receipt of the bounty of the government are in the ranks of the insurgent army, or giving them aid and comfort. The Secretary of the Interior has directed a suspension of the payment of the pensions of such persons upon proof of their disloyalty. I recommend that Congress authorize that officer

to cause the names of such persons to be stricken from the pension rolls.

The relations of the government with the Indian tribes have been greatly disturbed by the insurrection, especially in the Southern Superintendency and in that of New Mexico. The Indian country south of Kansas is in the possession of insurgents from Texas and Arkansas. The agents of the United States appointed since the 4th of March for this superintendency have been unable to reach their posts, while the most of those who were in office before that time have espoused the insurrectionary cause, and assume to exercise the powers of agents by virtue of commissions from the insurrectionists. It has been stated in the public press that a portion of those Indians have been organized as a military force, and are attached to the army of the insurgents. Although the government has no official information upon this subject, letters have been written to the Commissioner of Indian Affairs by several prominent chiefs, giving assurance of their loyalty to the United States, and expressing a wish for the presence of Federal troops to protect them. It is believed that upon the repossession of the country by the Federal forces the Indians will readily cease all hostile demonstrations and resume their former relations to the government.

Agriculture, confessedly the largest interest of the nation, has not a department, nor a bureau, but a clerkship only, assigned to it in the government. While it is fortunate that this great interest is so independent in its nature as to not have demanded and extorted more from the government, I respectfully ask Congress to consider

whether something more cannot be given voluntarily with general advantage.

Annual reports exhibiting the condition of our agriculture, commerce, and manufactures would present a fund of information of great practical value to the country. While I make no suggestion as to details, I venture the opinion that an agricultural and statistical bureau might profitably be organized.

The execution of the laws for the suppression of the African slave-trade has been confided to the Department of the Interior. It is a subject of gratulation that the efforts which have been made for the suppression of this inhuman traffic have been recently attended with unusual success. Five vessels being fitted out for the slave-trade have been seized and condemned. Two mates of vessels engaged in the trade, and one person in equipping a vessel as a slaver, have been convicted and subjected to the penalty of fine and imprisonment, and one captain, taken with a cargo of Africans on board his vessel, has been convicted of the highest grade of offense under our laws, the punishment of which is death.

The Territories of Colorado, Dakota, and Nevada, created by the last Congress, have been organized, and civil administration has been inaugurated therein under auspices especially gratifying when it is considered that the leaven of treason was found existing in some of these new countries when the Federal officers arrived there.

The abundant natural resources of these Territories, with the security and protection afforded by organized government, will doubtless invite

to them a large immigration when peace shall restore the business of the country to its accustomed channels. I submit the resolutions of the legislature of Colorado, which evidence the patriotic spirit of the people of the Territory. So far the authority of the United States has been upheld in all the Territories, as it is hoped it will be in the future. I commend their interests and defense to the enlightened and generous care of Congress.

I recommend to the favorable consideration of Congress the interests of the District of Columbia. The insurrection has been the cause of much suffering and sacrifice to its inhabitants; and as they have no representative in Congress, that body should not overlook their just claims upon the government.

At your late session a joint resolution was adopted authorizing the President to take measures for facilitating a proper representation of the industrial interests of the United States at the exhibition of the industry of all nations to be holden at London in the year 1862. I regret to say I have been unable to give personal attention to this subject—a subject at once so interesting in itself, and so extensively and intimately connected with the material prosperity of the world. Through the Secretaries of State and of the Interior a plan, or system, has been devised and partly matured, and which will be laid before you.

Under and by virtue of the act of Congress entitled "An act to confiscate property used for insurrectionary purposes," approved August 6, 1861, the legal claims of certain persons to the labor and service of certain other persons have

become forfeited; and numbers of the latter, thus liberated, are already dependent on the United States, and must be provided for in some way. Besides this, it is not impossible that some of the States will pass similar enactments for their own benefit respectively, and by operation of which persons of the same class will be thrown upon them for disposal. In such case I recommend that Congress provide for accepting such persons from such States, according to some mode of valuation, in lieu, *pro tanto,* of direct taxes, or upon some other plan to be agreed on with such States respectively, that such persons, on such acceptance by the General Government, be at once deemed free; and that, in any event, steps be taken for colonizing both classes (or the one first mentioned, if the other shall not be brought into existence) at some place or places in a climate congenial to them. It might be well to consider, too, whether the free colored people already in the United States could not, so far as individuals may desire, be included in such colonization.

To carry out the plan of colonization may involve the acquiring of territory, and also the appropriation of money beyond that to be expended in the territorial acquisition. Having practised the acquisition of territory for nearly sixty years, the question of constitutional power to do so is no longer an open one with us. The power was questioned at first by Mr. Jefferson, who, however, in the purchase of Louisiana, yielded his scruples on the plea of great expediency. If it be said that the only legitimate object of acquiring territory is to furnish homes for white men, this measure effects that object;

for the emigration of colored men leaves additional room for white men remaining or coming here. Mr. Jefferson, however, placed the importance of procuring Louisiana more on political and commercial grounds than on providing room for population.

On this whole proposition, including the appropriation of money with the acquisition of territory, does not the expediency amount to absolute necessity—that without which the government itself cannot be perpetuated?

The war continues. In considering the policy to be adopted for suppressing the insurrection, I have been anxious and careful that the inevitable conflict for this purpose shall not degenerate into a violent and remorseless revolutionary struggle. I have, therefore, in every case thought it proper to keep the integrity of the Union prominent as the primary object of the contest on our part, leaving all questions which are not of vital military importance to the more deliberate action of the legislature.

In the exercise of my best discretion I have adhered to the blockade of the ports held by the insurgents, instead of putting in force, by proclamation, the law of Congress enacted at the last session for closing those ports.

So also, obeying the dictates of prudence as well as the obligations of law, instead of transcending I have adhered to the act of Congress to confiscate property used for insurrectionary purposes. If a new law upon the same subject shall be proposed, its propriety will be duly considered. The Union must be preserved; and hence all indispensable means must be employed. We should not be in haste to determine that

radical and extreme measures, which may reach the loyal as well as the disloyal, are indispensable.

The inaugural address at the beginning of the administration, and the message to Congress at the late special session, were both mainly devoted to the domestic controversy out of which the insurrection and consequent war have sprung. Nothing now occurs to add or subtract, to or from, the principles or general purposes stated and expressed in those documents.

The last ray of hope for preserving the Union peaceably expired at the assault upon Fort Sumter; and a general review of what has occurred since may not be unprofitable. What was painfully uncertain then is much better defined and more distinct now; and the progress of events is plainly in the right direction. The insurgents confidently claimed a strong support from north of Mason and Dixon's line; and the friends of the Union were not free from apprehension on the point. This, however, was soon settled definitely, and on the right side. South of the line, noble little Delaware led off right from the first. Maryland was made to seem against the Union. Our soldiers were assaulted, bridges were burned, and railroads torn up within her limits, and we were many days, at one time, without the ability to bring a single regiment over her soil to the capital. Now her bridges and railroads are repaired and open to the government; she already gives seven regiments to the cause of the Union and none to the enemy; and her people, at a regular election, have sustained the Union by a larger majority and a larger aggregate vote than they ever before gave to any candidate or any question. Kentucky, too, for some time in

doubt, is now decidedly, and, I think, unchangeably, ranged on the side of the Union. Missouri is comparatively quiet, and, I believe, cannot again be overrun by the insurrectionists. These three States of Maryland, Kentucky, and Missouri, neither of which would promise a single soldier at first, have now an aggregate of not less than forty thousand in the field for the Union, while of their citizens certainly not more than a third of that number, and they of doubtful whereabouts and doubtful existence, are in arms against it. After a somewhat bloody struggle of months, winter closes on the Union people of western Virginia, leaving them masters of their own country.

An insurgent force of about 1500, for months dominating the narrow peninsular region constituting the counties of Accomac and Northampton, and known as the eastern shore of Virginia, together with some contiguous parts of Maryland, have laid down their arms, and the people there have renewed their allegiance to and accepted the protection of the old flag. This leaves no armed insurrectionist north of the Potomac or east of the Chesapeake.

Also we have obtained a footing at each of the isolated points, on the southern coast, of Hatteras, Port Royal, Tybee Island, near Savannah, and Ship Island; and we likewise have some general accounts of popular movements in behalf of the Union in North Carolina and Tennessee.

These things demonstrate that the cause of the Union is advancing steadily and certainly southward.

Since your last adjournment Lieutenant-General Scott has retired from the head of the army.

During his long life the nation has not been unmindful of his merit; yet, on calling to mind how faithfully, ably, and brilliantly he has served the country from a time far back in our history when few of the now living had been born, and thenceforward continually, I cannot but think we are still his debtors. I submit, therefore, for your consideration what further mark of recognition is due to him and to ourselves as a grateful people.

With the retirement of General Scott came the executive duty of appointing in his stead a general-in-chief of the army. It is a fortunate circumstance that neither in council nor country was there, so far as I know, any difference of opinion as to the proper person to be selected. The retiring chief repeatedly expressed his judgment in favor of General McClellan for the position, and in this the nation seemed to give a unanimous concurrence. The designation of General McClellan is, therefore, in considerable degree the selection of the country as well as of the executive, and hence there is better reason to hope there will be given him the confidence and cordial support thus far by fair implication promised, and without which he cannot with so full efficiency serve the country.

It has been said that one bad general is better than two good ones; and the saying is true, if taken to mean no more than that an army is better directed by a single mind, though inferior, than by two superior ones at variance and cross-purposes with each other.

And the same is true in all joint operations wherein those engaged can have none but a common end in view, and can differ only as to the

choice of means. In a storm at sea no one on board can wish the ship to sink; and yet not infrequently all go down together because too many will direct, and no single mind can be allowed to control.

It continues to develop that the insurrection is largely, if not exclusively, a war upon the first principle of popular government—the rights of the people. Conclusive evidence of this is found in the most grave and maturely considered public documents as well as in the general tone of the insurgents. In those documents we find the abridgment of the existing right of suffrage and the denial to the people of all right to participate in the selection of public officers except the legislative, boldy advocated, with labored arguments to prove that large control of the people in government is the source of all political evil. Monarchy itself is sometimes hinted at as a possible refuge from the power of the people.

In my present position I could scarcely be justified were I to omit raising a warning voice against this approach of returning despotism.

It is not needed nor fitting here that a general argument should be made in favor of popular institutions; but there is one point, with its connections, not so hackneyed as most others, to which I ask a brief attention. It is the effort to place capital on an equal footing with, if not above, labor, in the structure of government. It is assumed that labor is available only in connection with capital; that nobody labors unless somebody else, owning capital, somehow by the use of it induces him to labor. This assumed, it is next considered whether it is best that cap-

ital shall hire laborers, and thus induce them to work by their own consent, or buy them and drive them to it without their consent. Having proceeded thus far, it is naturally concluded that all laborers are either hired laborers or what we call slaves. And, further, it is assumed that whoever is once a hired laborer is fixed in that condition for life.

Now, there is no such relation between capital and labor as assumed, nor is there any such thing as a free man being fixed for life in the condition of a hired laborer. Both these assumptions are false, and all inferences from them are groundless.

Labor is prior to, and independent of, capital. Capital is only the fruit of labor, and could never have existed if labor had not first existed. Labor is the superior of capital, and deserves much the higher consideration. Capital has its rights, which are as worthy of protection as any other rights. Nor is it denied that there is, and probably always will be, a relation between labor and capital producing mutual benefits. The error is in assuming that the whole labor of the community exists within that relation. A few men own capital, and that few avoid labor themselves, and with their capital hire or buy another few to labor for them. A large majority belong to neither class—neither work for others nor have others working for them. In most of the Southern States a majority of the whole people, of all colors, are neither slaves nor masters; while in the Northern a large majority are neither hirers nor hired. Men with their families—wives, sons, and daughters—work for themselves, on their farms, in their houses, and

in their shops, taking the whole product to themselves, and asking no favors of capital on the one hand, nor of hired laborers or slaves on the other. It is not forgotten that a considerable number of persons mingle their own labor with capital—that is, they labor with their own hands and also buy or hire others to labor for them; but this is only a mixed and not a distinct class. No principle stated is disturbed by the existence of this mixed class.

Again, as has already been said, there is not, of necessity, any such thing as the free hired laborer being fixed to that condition for life. Many independent men everywhere in these States, a few years back in their lives, were hired laborers. The prudent, penniless beginner in the world labors for wages awhile, saves a surplus with which to buy tools or land for himself, then labors on his own account another while, and at length hires another new beginner to help him. This is the just and generous and prosperous system which opens the way to all—gives hope to all, and consequent energy and progress and improvement of condition to all. No men living are more worthy to be trusted than those who toil up from poverty—none less inclined to take or touch aught which they have not honestly earned. Let them beware of surrendering a political power which they already possess, and which, if surrendered, will surely be used to close the door of advancement against such as they, and to fix new disabilities and burdens upon them, till all of liberty shall be lost.

From the first taking of our national census to the last are seventy years; and we find our population at the end of the period eight times

as great as it was at the beginning. The increase of those other things which men deem desirable has been even greater. We thus have, at one view, what the popular principle, applied to government, through the machinery of the States and the Union, has produced in a given time; and also what, if firmly maintained, it promises for the future. There are already among us those who, if the Union be preserved, will live to see it contain 250,000,000. The struggle of to-day is not altogether for to-day—it is for a vast future also. With a reliance on Providence all the more firm and earnest, let us proceed in the great task which events have devolved upon us.

Abraham Lincoln.

Annual Message to Congress.

DECEMBER 1, 1862.

Fellow-citizens of the Senate and House of Representatives: Since your last annual assembling another year of health and bountiful harvests has passed; and while it has not pleased the Almighty to bless us with a return of peace, we can but press on, guided by the best light he gives us, trusting that in his own good time and wise way all will yet be well.

The correspondence touching foreign affairs which has taken place during the last year is herewith submitted, in virtual compliance with a request to that effect, made by the House of Representatives near the close of the last session of Congress.

If the condition of our relations with other

nations is less gratifying than it has usually been at former periods, it is certainly more satisfactory than a nation so unhappily distracted as we are might reasonably have apprehended. In the month of June last there were some grounds to expect that the maritime powers which, at the beginning of our domestic difficulties, so unwisely and unnecessarily, as we think, recognized the insurgents as a belligerent, would soon recede from that position, which has proved only less injurious to themselves than to our own country. But the temporary reverses which afterward befell the national arms, and which were exaggerated by our own disloyal citizens abroad, have hitherto delayed that act of simple justice.

The civil war, which has so radically changed, for the moment, the occupations and habits of the American people, has necessarily disturbed the social condition, and affected very deeply the prosperity of the nations with which we have carried on a commerce that has been steadily increasing throughout a period of half a century. It has, at the same time, excited political ambitions and apprehensions which have produced a profound agitation throughout the civilized world. In this unusual agitation we have forborne from taking part in any controversy between foreign states, and between parties or factions in such states. We have attempted no propagandism, and acknowledged no revolution. But we have left to every nation the exclusive conduct and management of its own affairs. Our struggle has been, of course, contemplated by foreign nations with reference less to its own merits than to its supposed and often exaggerated

effects and consequences resulting to those nations themselves. Nevertheless, complaint on the part of this government, even if it were just, would certainly be unwise.

The treaty with Great Britain for the suppression of the slave-trade has been put into operation with a good prospect of complete success. It is an occasion of special pleasure to acknowledge that the execution of it on the part of her Majesty's government has been marked with a jealous respect for the authority of the United States, and the rights of their moral and loyal citizens.

The convention with Hanover for the abolition of the state dues has been carried into full effect under the act of Congress for that purpose.

A blockade of three thousand miles of sea-coast could not be established and vigorously enforced, in a season of great commercial activity like the present, without committing occasional mistakes, and inflicting unintentional injuries upon foreign nations and their subjects.

A civil war occurring in a country where foreigners reside and carry on trade under treaty stipulations, is necessarily fruitful of complaints of the violation of neutral rights. All such collisions tend to excite misapprehensions, and possibly to produce mutual reclamations between nations which have a common interest in preserving peace and friendship. In clear cases of these kinds I have, so far as possible, heard and redressed complaints which have been presented by friendly powers. There is still, however, a large and an augmenting number of doubtful cases upon which the government is unable to

agree with the governments whose protection is demanded by the claimants. There are, moreover, many cases in which the United States or their citizens suffer wrongs from the naval or military authorities of foreign nations, which the governments of those states are not at once prepared to redress. I have proposed to some of the foreign states thus interested mutual conventions to examine and adjust such complaints. This proposition has been made especially to Great Britain, to France, to Spain, and to Prussia. In each case it has been kindly received, but has not yet been formally adopted.

I deem it my duty to recommend an appropriation in behalf of the owners of the Norwegian bark *Admiral P. Tordenskiold,* which vessel was, in May, 1861, prevented by the commander of the blockading force off Charleston from leaving that port with cargo notwithstanding a similar privilege had shortly before been granted to an English vessel. I have directed the Secretary of State to cause the papers in the case to be communicated to the proper committees.

Applications have been made to me by many free Americans of African descent to favor their emigration, with a view to such colonization as was contemplated in recent acts of Congress. Other parties at home and abroad—some from interested motives, others upon patriotic considerations, and still others influenced by philanthropic sentiments—have suggested similar measures; while, on the other hand, several of the Spanish-American republics have protested against the sending of such colonies to their respective territories. Under these circumstances, I have declined to move any such colony

to any state without first obtaining the consent of its government, with an agreement on its part to receive and protect such emigrants in all the rights of freemen; and I have at the same time offered to the several states situated within the tropics, or having colonies there, to negotiate with them, subject to the advice and consent of the Senate, to favor the voluntary emigration of persons of that class to their respective territories, upon conditions which shall be equal, just, and humane. Liberia and Hayti are as yet the only countries to which colonists of African descent from here could go with certainty of being received and adopted as citizens; and I regret to say such persons contemplating colonization do not seem so willing to migrate to those countries as to some others, nor so willing as I think their interest demands. I believe, however, opinion among them in this respect is improving; and that ere long there will be an augmented and considerable migration to both these countries from the United States.

The new commercial treaty between the United States and the Sultan of Turkey has been carried into execution.

A commercial and consular treaty has been negotiated, subject to the Senate's consent, with Liberia; and a similar negotiation is now pending with the republic of Hayti. A considerable improvement of the national commerce is expected to result from these measures.

Our relations with Great Britain, France, Spain, Portugal, Russia, Prussia, Denmark, Sweden, Austria, the Netherlands, Italy, Rome, and the other European states, remain undisturbed. Very favorable relations also continue

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to be maintained with Turkey, Morocco, China, and Japan.

During the last year there has not only been no change of our previous relations with the independent states of our own continent, but more friendly sentiments than have heretofore existed are believed to be entertained by these neighbors, whose safety and progress are so intimately connected with our own. This statement especially applies to Mexico, Nicaragua, Costa Rica, Honduras, Peru, and Chile.

The commission under the convention with the republic of New Granada closed its session without having audited and passed upon all the claims which were submitted to it. A proposition is pending to revive the convention, that it may be able to do more complete justice. The joint commission between the United States and the republic of Costa Rica has completed its labors and submitted its report.

I have favored the project for connecting the United States with Europe by an Atlantic telegraph, and a similar project to extend the telegraph from San Francisco, to connect by a Pacific telegraph with the line which is being extended across the Russian empire.

The Territories of the United States, with unimportant exceptions, have remained undisturbed by the civil war, and they are exhibiting such evidence of prosperity as justifies an expectation that some of them will soon be in a condition to be organized as States and be constitutionally admitted into the Federal Union.

The immense mineral resources of some of those Territories ought to be developed as rapidly as possible. Every step in that direction would

have a tendency to improve the revenues of the government, and diminish the burdens of the people. It is worthy of your serious consideration whether some extraordinary measures to promote that end cannot be adopted. The means which suggests itself as most likely to be effective is a scientific exploration of the mineral regions in those Territories, with a view to the publication of its results at home and in foreign countries—results which cannot fail to be auspicious.

The condition of the finances will claim your most diligent consideration. The vast expenditures incident to the military and naval operations required for the suppression of the rebellion have hitherto been met with a promptitude and certainty unusual in similar circumstances, and the public credit has been fully maintained. The continuance of the war, however, and the increased disbursements made necessary by the augmented forces now in the field, demand your best reflections as to the best modes of providing the necessary revenue without injury to business and with the least possible burdens upon labor.

The suspension of specie payments by the banks, soon after the commencement of your last session, made large issues of United States notes unavoidable. In no other way could the payment of the troops, and the satisfaction of other just demands, be so economically or so well provided for. The judicious legislation of Congress, securing the receivability of these notes for loans and internal duties, and making them a legal tender for other debts, has made them a universal currency, and has satisfied, partially at least, and for the time, the long-felt want of a uniform cir-

culating medium, saving thereby to the people immense sums in discounts and exchanges.

A return to specie payments, however, at the earliest period compatible with due regard to all interests concerned, should ever be kept in view. Fluctuations in the value of currency are always injurious, and to reduce these fluctuations to the lowest possible point will always be a leading purpose in wise legislation. Convertibility—prompt and certain convertibility—into coin is generally acknowledged to be the best and surest safeguard against them; and it is extremely doubtful whether a circulation of United States notes, payable in coin, and sufficiently large for the wants of the people, can be permanently, usefully, and safely maintained.

Is there, then, any other mode in which the necessary provision for the public wants can be made, and the great advantages of a safe and uniform currency secured?

I know of none which promises so certain results, and is at the same time so unobjectionable, as the organization of banking associations under a general act of Congress well guarded in its provisions. To such associations the government might furnish circulating notes, on the security of United States bonds deposited in the treasury. These notes, prepared under the supervision of proper officers, being uniform in appearance and security, and convertible always into coin, would at once protect labor against the evils of a vicious currency, and facilitate commerce by cheap and safe exchanges.

A moderate reservation from the interest on the bonds would compensate the United States for the preparation and distribution of the notes

and a general supervision of the system, and would lighten the burden of that part of the public debt employed as securities. The public credit, moreover, would be greatly improved and the negotiation of new loans greatly facilitated by the steady market demand for government bonds which the adoption of the proposed system would create.

It is an additional recommendation of the measure, of considerable weight in my judgment, that it would reconcile, as far as possible, all existing interests, by the opportunity offered to existing institutions to reorganize under the act, substituting only the secured uniform national circulation for the local and various circulation, secured and unsecured, now issued by them.

The receipts into the treasury from all sources, including loans and balance from the preceding year, for the fiscal year ending on the 30th June, 1862, were $583,885,247.06; of which sum $49,056,397.62 were derived from customs; $1,795,331.73 from the direct tax; from public lands, $152,203.77; from miscellaneous sources, $931,787.64; from loans in all forms, $529,692,460.50. The remainder, $2,257,065.80, was the balance from last year.

The disbursements during the same period were: for congressional, executive, and judicial purposes, $5,939,009.29; for foreign intercourse, $1,339,710.35; for miscellaneous expenses, including the mints, loans, post-office deficiencies, collection of revenue, and other like charges, $14,129,771.50; for expenses under the Interior Department, $3,102,985.52; under the War Department, $394,368,407.36; under the Navy De-

partment, $42,674,569.69; for interest on public debt, $13,190,324.45; and for payment of public debt, including reimbursement of temporary loan, and redemptions, $96,096,922.09—making an aggregate of $570,841,700.25, and leaving a balance in the treasury on the first day of July, 1862, of $13,043,546.81.

It should be observed that the sum of $96,096,922.09, expended for reimbursements and redemption of public debt, being included also in the loans made, may be properly deducted both from receipts and expenditures, leaving the actual receipts for the year, $487,788,324.97; and the expenditures, $474,744,778.16.

Other information on the subject of the finances will be found in the report of the Secretary of the Treasury, to whose statements and views I invite your most candid and considerate attention.

The reports of the Secretaries of War and of the Navy are herewith transmitted. These reports, though lengthy, are scarcely more than brief abstracts of the very numerous and extensive transactions and operations conducted through those departments. Nor could I give a summary of them here, upon any principle, which would admit of its being much shorter than the reports themselves. I therefore content myself with laying the reports before you, and asking your attention to them.

It gives me pleasure to report a decided improvement in the financial condition of the Post Office Department, as compared with several preceding years. The receipts for the fiscal year 1861 amounted to $8,349,296.40, which embraced the revenue from all the States of the Union for

three quarters of that year. Notwithstanding the cessation of revenue from the so-called seceded States during the last fiscal year, the increase of the correspondence of the loyal States has been sufficient to produce a revenue during the same year of $8,299,820.90, being only $50,000 less than was derived from all the States of the Union during the previous year. The expenditures show a still more favorable result. The amount expended in 1861 was $13,606,759.11. For the last year the amount has been reduced to $11,125,364.13, showing a decrease of about $2,481,000 in the expenditures as compared with the preceding year, and about $3,750,000 as compared with the fiscal year 1860. The deficiency in the department for the previous year was $4,551,966.98. For the last fiscal year it was reduced to $2,112,814.57. These favorable results are in part owing to the cessation of mail service in the insurrectionary States, and in part to a careful review of all expenditures in that department in the interest of economy. The efficiency of the postal service, it is believed, has also been much improved. The Postmaster-General has also opened a correspondence, through the Department of State, with foreign governments, proposing a convention of postal representatives for the purpose of simplifying the rates of foreign postage, and to expedite the foreign mails. This proposition, equally important to our adopted citizens and to the commercial interests of this country, has been favorably entertained, and agreed to, by all the governments from whom replies have been received.

I ask the attention of Congress to the suggestions of the Postmaster-General in his report

respecting the further legislation required, in his opinion, for the benefit of the postal service.

The Secretary of the Interior reports as follows in regard to the public lands:

> The public lands have ceased to be a source of revenue. From the 1st July, 1861, to the 30th September, 1862, the entire cash receipts from the sale of lands were $137,476.26—a sum much less than the expenses of our land system during the same period. The homestead law, which will take effect on the 1st of January next, offers such inducements to settlers that sales for cash cannot be expected to an extent sufficient to meet the expenses of the General Land Office, and the cost of surveying and bringing the land into market.

The discrepancy between the sum here stated as arising from the sales of the public lands, and the sum derived from the same source as reported from the Treasury Department, arises, as I understand, from the fact that the periods of time, though apparently, were not really coincident at the beginning point—the Treasury report including a considerable sum now, which had previously been reported from the Interior—sufficiently large to greatly overreach the sum derived from the three months now reported upon by the Interior, and not by the Treasury.

The Indian tribes upon our frontiers have, during the past year, manifested a spirit of insubordination, and at several points have engaged in open hostilities against the white settlements in their vicinity. The tribes occupying the Indian country south of Kansas renounced their allegiance to the United States, and entered into treaties with the insurgents. Those who remained loyal to the United States were driven from the country. The chief of the Cherokees

has visited this city for the purpose of restoring the former relations of the tribe with the United States. He alleges that they were constrained by superior force to enter into treaties with the insurgents, and that the United States neglected to furnish the protection which their treaty stipulations required.

In the month of August last the Sioux Indians in Minnesota attacked the settlements in their vicinity with extreme ferocity, killing indiscriminately men, women, and children. This attack was wholly unexpected, and therefore no means of defense had been provided. It is estimated that not less than eight hundred persons were killed by the Indians, and a large amount of property was destroyed. How this outbreak was induced is not definitely known, and suspicions, which may be unjust, need not to be stated. Information was received by the Indian bureau, from different sources, about the time hostilities were commenced, that a simultaneous attack was to be made upon the white settlements by all the tribes between the Mississippi River and the Rocky Mountains. The State of Minnesota has suffered great injury from this Indian war. A large portion of her territory has been depopulated, and a severe loss has been sustained by the destruction of property. The people of that State manifest much anxiety for the removal of the tribes beyond the limits of the State as a guarantee against future hostilities. The Commissioner of Indian Affairs will furnish full details. I submit for your especial consideration whether our Indian system shall not be remodeled. Many wise and good men have impressed me with the belief that this can be profitably done.

I submit a statement of the proceedings of commissioners, which shows the progress that has been made in the enterprise of constructing the Pacific Railroad. And this suggests the earliest completion of this road, and also the favorable action of Congress upon the projects now pending before them for enlarging the capacities of the great canals in New York and Illinois, as being of vital and rapidly increasing importance to the whole nation, and especially to the vast interior region hereinafter to be noticed at some greater length. I purpose having prepared and laid before you at an early day some interesting and valuable statistical information upon this subject. The military and commercial importance of enlarging the Illinois and Michigan canal and improving the Illinois River is presented in the report of Colonel Webster to the Secretary of War, and now transmitted to Congress. I respectfully ask attention to it.

To carry out the provisions of the act of Congress of the 15th of May last, I have caused the Department of Agriculture of the United States to be organized. The commissioner informs me that within the period of a few months this department has established an extensive system of correspondence and exchanges, both at home and abroad, which promises to effect highly beneficial results in the development of a correct knowledge of recent improvements in agriculture, in the introduction of new products, and in the collection of the agricultural statistics of the different States. Also that it will soon be prepared to distribute largely seeds, cereals, plants, and cuttings, and has already published and liberally diffused much valuable information in an-

ticipation of a more elaborate report which will in due time be furnished, embracing some valuable tests in chemical science now in progress in the laboratory. The creation of this department was for the more immediate benefit of a large class of our most valuable citizens; and I trust that the liberal basis upon which it has been organized will not only meet your approbation, but that it will realize, at no distant day, all the fondest anticipations of its most sanguine friends, and become the fruitful source of advantage to all our people.

On the 22d day of September last a proclamation was issued by the Executive, a copy of which is herewith submitted. In accordance with the purpose expressed in the second paragraph of that paper, I now respectfully recall your attention to what may be called "compensated emancipation."

A nation may be said to consist of its territory, its people, and its laws. The territory is the only part which is of certain durability. "One generation passeth away, and another generation cometh, but the earth abideth forever." It is of the first importance to duly consider and estimate this ever-enduring part. That portion of the earth's surface which is owned and inhabited by the people of the United States is well adapted to be the home of one national family, and it is not well adapted for two or more. Its vast extent and its variety of climate and productions are of advantage in this age for one people, whatever they might have been in former ages. Steam, telegraphs, and intelligence have brought these to be an advantageous combination for one united people.

In the inaugural address I briefly pointed out the total inadequacy of disunion as a remedy for the differences between the people of the two sections. I did so in language which I cannot improve and which, therefore, I beg to repeat.

One section of our country believes slavery is right and ought to be extended, while the other believes it is wrong and ought not to be extended. This is the only substantial dispute. The fugitive-slave clause of the Constitution and the law for the suppression of the foreign slave-trade are each as well enforced, perhaps, as any law can ever be in a community where the moral sense of the people imperfectly supports the law itself. The great body of the people abide by the dry legal obligation in both cases, and a few break over in each. This, I think, cannot be perfectly cured; and it would be worse in both cases after the separation of the sections than before. The foreign slave-trade, now imperfectly suppressed, would be ultimately revived without restriction in one section; while fugitive slaves, now only partially surrendered, would not be surrendered at all by the other.

Physically speaking, we cannot separate. We cannot remove our respective sections from each other, nor build an impassable wall between them. A husband and wife may be divorced and go out of the presence and beyond the reach of each other; but the different parts of our country cannot do this. They cannot but remain face to face; and intercourse, either amicable or hostile, must continue between them. Is it possible, then, to make that intercourse more advantageous or more satisfactory after separation than before? Can aliens make treaties easier than friends can make laws? Can treaties be more faithfully enforced between aliens than laws can among friends? Suppose you go to war, you cannot fight always; and when, after much loss on both sides and no gain on either, you cease fighting, the identical old questions as to terms of intercourse are again upon you.

There is no line, straight or crooked, suitable for a national boundary upon which to divide.

Trace through, from east to west, upon the line between the free and slave country, and we shall find a little more than one third of its length are rivers, easy to be crossed, and populated, or soon to be populated, thickly upon both sides; while nearly all its remaining length are merely surveyors' lines, over which people may walk back and forth without any consciousness of their presence. No part of this line can be made any more difficult to pass by writing it down on paper or parchment as a national boundary. The fact of separation, if it comes, gives up on the part of the seceding section the fugitive-slave clause along with all other constitutional obligations upon the section seceded from, while I should expect no treaty stipulation would be ever made to take its place.

But there is another difficulty. The great interior region, bounded east by the Alleghanies, north by the British dominions, west by the Rocky Mountains, and south by the line along which the culture of corn and cotton meets, and which includes part of Virginia, part of Tennessee, all of Kentucky, Ohio, Indiana, Michigan, Wisconsin, Illinois, Missouri, Kansas, Iowa, Minnesota, and the Territories of Dakota, Nebraska, and part of Colorado, already has above ten millons of people, and will have fifty miliions within fifty years if not prevented by any political folly or mistake. It contains more than one third of the country owned by the United States—certainly more than one million of square miles. Once half as populous as Massachusetts already is, it would have more than seventy-five millions of people. A glance at the map shows that, territorially speaking, it is the great body of the

republic. The other parts are but marginal borders to it, the magnificent region sloping west from the Rocky Mountains to the Pacific being the deepest and also the richest in undeveloped resources. In the production of provisions, grains, grasses, and all which proceed from them, this great interior region is naturally one of the most important in the world. Ascertain from the statistics the small proportion of the region which has, as yet, been brought into cultivation, and also the large and rapidly increasing amount of its products, and we shall be overwhelmed with the magnitude of the prospect presented; and yet this region has no sea-coast, touches no ocean anywhere. As part of one nation, its people now find, and may forever find, their way to Europe by New York, to South America and Africa by New Orleans, and to Asia by San Francisco. But separate our common country into two nations, as designed by the present rebellion, and every man of this great interior region is thereby cut off from some one or more of these outlets—not, perhaps, by a physical barrier, but by embarrassing and onerous trade regulations.

And this is true wherever a dividing or boundary line may be fixed. Place it between the now free and slave country, or place it south of Kentucky or north of Ohio, and still the truth remains that none south of it can trade to any port or place north of it, and none north of it can trade to any port or place south of it, except upon terms dictated by a government foreign to them. These outlets, east, west, and south, are indispensable to the well-being of the people inhabiting, and to inhabit, this vast interior region. Which of the

three may be the best, is no proper question. All are better than either; and all of right belong to that people and to their successors forever. True to themselves, they will not ask where a line of separation shall be, but will vow rather that there shall be no such line. Nor are the marginal regions less interested in these communications to and through them to the great outside world. They, too, and each of them, must have access to this Egypt of the West without paying toll at the crossing of any national boundary.

Our national strife springs not from our permanent part, not from the land we inhabit, not from our national homestead. There is no possible severing of this but would multiply, and not mitigate, evils among us. In all its adaptations and aptitudes it demands union and abhors separation. In fact, it would ere long force reunion, however much of blood and treasure the separation might have cost.

Our strife pertains to ourselves—to the passing generations of men; and it can without convulsion be hushed forever with the passing of one generation.

In this view I recommend the adoption of the following resolution and articles amendatory to the Constitution of the United States:

"Resolved by the Senate and House of Representatives of the United States of America in Congress assembled (two-thirds of both houses concurring), That the following articles be proposed to the legislatures (or conventions) of the several States as amendments to the Constitution of the United States, all or any of which articles when ratified by three fourths of the said legislatures (or conventions) to be valid as part or parts of the said Constitution, viz.:

"ARTICLE —.

"Every State wherein slavery now exists which shall abolish the same therein at any time or times before the first day of January in the year of our Lord one thousand and nine hundred, shall receive compensation from the United States as follows, to wit:

"The President of the United States shall deliver to every such State bonds of the United States, bearing interest at the rate of per cent. per annum, to an amount equal to the aggregate sum of , for each slave shown to have been therein by the eighth census of the United States, said bonds to be delivered to such State by instalments, or in one parcel at the completion of the abolishment, accordingly as the same shall have been gradual or at one time within such State; and interest shall begin to run upon any such bond only from the proper time of its delivery as aforesaid. Any State having received bonds as aforesaid, and afterward reintroducing or tolerating slavery therein, shall refund to the United States the bonds so received, or the value thereof, and all interest paid thereon.

"ARTICLE —.

"All slaves who shall have enjoyed actual freedom by the chances of the war at any time before the end of the rebellion, shall be forever free; but all owners of such who shall not have been disloyal shall be compensated for them at the same rates as are provided for States adopting abolishment of slavery, but in such way that no slave shall be twice accounted for.

"ARTICLE —.

"Congress may appropriate money and otherwise provide for colonizing free colored persons, with their own consent, at any place or places without the United States."

I beg indulgence to discuss these proposed articles at some length. Without slavery the rebel-

lion could never have existed; without slavery it could not continue.

Among the friends of the Union there is great diversity of sentiment and of policy in regard to slavery and the African race amongst us. Some would perpetuate slavery; some would abolish it suddenly, and without compensation; some would abolish it gradually, and with compensation; some would remove the freed people from us, and some would retain them with us; and there are yet other minor diversities. Because of these diversities we waste much strength in struggles among ourselves. By mutual concession we should harmonize and act together. This would be compromise; but it would be compromise among the friends, and not with the enemies, of the Union. These articles are intended to embody a plan of such mutual concessions. If the plan shall be adopted, it is assumed that emancipation will follow at least in several of the States.

As to the first article, the main points are: first, the emancipation; secondly, the length of time for consummating it—thirty-seven years; and, thirdly, the compensation.

The emancipation will be unsatisfactory to the advocates of perpetual slavery; but the length of time should greatly mitigate their dissatisfaction. The time spares both races from the evils of sudden derangement—in fact, from the necessity of any derangement; while most of those whose habitual course of thought will be disturbed by the measure will have passed away before its consummation. They will never see it. Another class will hail the prospect of emancipation, but will deprecate the length of time. They

will feel that it gives too little to the now living slaves. But it really gives them much. It saves them from the vagrant destitution which must largely attend immediate emancipation in localities where their numbers are very great; and it gives the inspiring assurance that their posterity shall be free forever. The plan leaves to each State choosing to act under it to abolish slavery now, or at the end of the century, or at any intermediate time, or by degrees extending over the whole or any part of the period; and it obliges no two States to proceed alike. It also provides for compensation, and generally the mode of making it. This, it would seem, must further mitigate the dissatisfaction of those who favor perpetual slavery, and especially of those who are to receive the compensation. Doubtless some of those who are to pay, and not to receive, will object. Yet the measure is both just and economical. In a certain sense the liberation of slaves is the destruction of property—property acquired by descent or by purchase, the same as any other property. It is no less true for having been often said, that the people of the South are not more responsible for the original introduction of this property than are the people of the North; and when it is remembered how unhesitatingly we all use cotton and sugar and share the profits of dealing in them, it may not be quite safe to say that the South has been more responsible than the North for its continuance. If, then, for a common object this property is to be sacrificed, is it not just that it be done at a common charge?

And if, with less money, or money more easily paid, we can preserve the benefits of the Union by this means than we can by the war alone,

is it not also economical to do it? Let us consider it, then. Let us ascertain the sum we have expended in the war since compensated emancipation was proposed last March, and consider whether, if that measure had been promptly accepted by even some of the slave States, the same sum would not have done more to close the war than has been otherwise done. If so, the measure would save money, and in that view would be a prudent and economical measure. Certainly it is not so easy to pay something as it is to pay nothing; but it is easier to pay a large sum than it is to pay a larger one. And it is easier to pay any sum when we are able, than it is to pay it before we are able. The war requires large sums, and requires them at once. The aggregate sum necessary for compensated emancipation of course would be large. But it would require no ready cash, nor the bonds even, any faster than the emancipation progresses. This might not, and probably would not, close before the end of the thirty-seven years. At that time we shall probably have 100,000,000 of people to share the burden, instead of 31,000,000 as now. And not only so, but the increase of our population may be expected to continue for a long time after that period, as rapidly as before, because our territory will not have become full. I do not state this inconsiderately. At the same ratio of increase which we have maintained, on an average, from our first national census in 1790 until that of 1860, we should in 1900 have a population of 103,208,415. And why may we not continue that ratio far beyond that period? Our abundant room—our broad national homestead—is our ample resource. Were our terri-

tory as limited as are the British Isles, very certainly our population could not expand as stated. Instead of receiving the foreign-born as now, we should be compelled to send part of the native-born away. But such is not our condition. We have 2,963,000 square miles. Europe has 3,800,000, with a population averaging 73 1-3 persons to the square mile. Why may not our country, at the same time, average as many? Is it less fertile? Has it more waste surface, by mountains, rivers, lakes, deserts, or other causes? Is it inferior to Europe in any natural advantage? If, then, we are at some time to be as populous as Europe, how soon? As to when this may be, we can judge by the past and the present; as to when it will be, if ever, depends much on whether we maintain the Union. Several of our States are already above the average of Europe—73 1-3 to the square mile. Massachusetts has 157; Rhode Island, 133; Connecticut, 99; New York and New Jersey, each 80. Also two other great States, Pennsylvania and Ohio, are not far below, the former having 63 and the latter 59. The States already above the European average, except New York, have increased in as rapid a ratio since passing that point as ever before, while no one of them is equal to some other parts of our country in natural capacity for sustaining a dense population.

Taking the nation in the aggregate, we find its population and ratio of increase for the several decennial periods to be as follows:

1790	3,929,827	
1800	5,305,937	35.02 per cent. ratio of increase.
1810	7,239,814	36.45 " " "
1820	9,638,131	33.13 " " "

1830	12,866,020	33.49	per cent.	ratio of increase.
1840	17,069,453	32.67	"	"
1850	23,191,876	35.87	"	"
1860	31,443,790	35.58	"	"

This shows an average decennial increase of 34.60 per cent. in population through the seventy years from our first to our last census yet taken. It is seen that the ratio of increase at no one of these seven periods is either two per cent. below or two per cent. above the average, thus showing how inflexible, and consequently how reliable, the law of increase in our case is. Assuming that it will continue, gives the following results:

1870	42,323,341
1880	56,967,216
1890	76,677,872
1900	103,208,415
1910	138,918,526
1920	186,984,335
1930	251,680,914

These figures show that our country may be as populous as Europe now is at some point between 1920 and 1930—say about 1925—our territory, at 73 1-3 persons to the square mile, being of capacity to contain 217,186,000.

And we will reach this, too, if we do not ourselves relinquish the chance by the folly and evils of disunion, or by long and exhausting war springing from the only great element of national discord among us. While it cannot be foreseen exactly how much one huge example of secession, breeding lesser ones indefinitely, would retard population, civilization, and prosperity, no one can doubt that the extent of it would be very great and injurious.

The proposed emancipation would shorten the war, perpetuate peace, insure this increase of population, and proportionately the wealth of the country. With these, we should pay all the emancipation would cost, together with our other debt, easier than we should pay our other debt without it. If we had allowed our old national debt to run at six per cent. per annum, simple interest, from the end of our Revolutionary struggle until to-day, without paying anything on either principle or interest, each man of us would owe less upon that debt now than each man owed upon it then; and this because our increase of men, through the whole period, has been greater than six per cent.—has run faster than the interest upon the debt. Thus, time alone relieves a debtor nation, so long as its population increases faster than unpaid interest accumulates on its debt.

This fact would be no excuse for delaying payment of what is justly due; but it shows the great importance of time in this connection—the great advantage of a policy by which we shall not have to pay, until we number a hundred millions, what by a different policy we would have to pay now, when we number but thirty-one millions. In a word, it shows that a dollar will be much harder to pay for the war than will be a dollar for emancipation on the proposed plan. And then the latter will cost no blood, no precious life. It will be a saving of both.

As to the second article, I think it would be impracticable to return to bondage the class of persons therein contemplated. Some of them doubtless, in the property sense, belong to loyal

owners; and hence provision is made in this article for compensating such.

The third article relates to the future of the freed people. It does not oblige, but merely authorizes, Congress to aid in colonizing such as may consent. This ought not to be regarded as objectionable, on the one hand or on the other, insomuch as it comes to nothing unless by the mutual consent of the people to be deported, and the American voters through their representatives in Congress.

I cannot make it better known than it already is, that I strongly favor colonization. And yet I wish to say there is an objection urged against free colored persons remaining in the country which is largely imaginary, if not sometimes malicious.

It is insisted that their presence would injure and displace white labor and white laborers. If there ever could be a proper time for mere catch arguments, that time surely is not now. In times like the present, men should utter nothing for which they would not willingly be responsible through time and in eternity. Is it true, then, that colored people can displace any more white labor by being free than by remaining slaves? If they stay in their old places, they jostle no white laborers; if they leave their old places, they leave them open to white laborers. Logically, there is neither more nor less of it. Emancipation, even without deportation, would probably enhance the wages of white labor, and very surely would not reduce them. Thus, the customary amount of labor would still have to be performed; the freed people would surely not do more than their old proportion of it, and very

probably for a time would do less, leaving an increased part to white laborers, bringing their labor into greater demand, and consequently enhancing the wages of it. With deportation, even to a limited extent, enhanced wages to white labor is mathematically certain. Labor is like any other commodity in the market—increase the demand for it, and you increase the price of it. Reduce the supply of black labor by colonizing the black laborer out of the country, and by precisely so much you increase the demand for, and wages of, white labor.

But it is dreaded that the freed people will swarm forth and cover the whole land? Are they not already in the land? Will liberation make them any more numerous? Equally distributed among the whites of the whole country, and there would be but one colored to seven whites. Could the one in any way greatly disturb the seven? There are many communities now having more than one free colored person to seven whites, and this without any apparent consciousness of evil from it. The District of Columbia, and the States of Maryland and Delaware, are all in this condition. The District has more than one free colored to six whites; and yet in its frequent petitions to Congress I believe it has never presented the presence of free colored persons as one of its grievances. But why should emancipation south send the free people north? People of any color seldom run unless there be something to run from. Heretofore colored people, to some extent, have fled north from bondage; and now, perhaps, from both bondage and destitution. But if gradual emancipation and deportation be adopted, they will have neither to flee

from. Their old masters will give them wages at least until new laborers can be procured; and the freedmen, in turn, will gladly give their labor for the wages till new homes can be found for them in congenial climes and with people of their own blood and race. This proposition can be trusted on the mutual interests involved. And, in any event, cannot the North decide for itself whether to receive them?

Again, as practice proves more than theory, in any case, has there been any irruption of colored people northward because of the abolishment of slavery in this District last spring?

What I have said of the proportion of free colored persons to the whites in the District is from the census of 1860, having no reference to persons called contrabands, nor to those made free by the act of Congress abolishing slavery here.

The plan consisting of these articles is recommended, not but that a restoration of the national authority would be accepted without its adoption.

Nor will the war, nor proceedings under the proclamation of September 22, 1862, be stayed because of the recommendation of this plan. Its timely adoption, I doubt not, would bring restoration, and thereby stay both.

And, notwithstanding this plan, the recommendation that Congress provide by law for compensating any State which may adopt emancipation before this plan shall have been acted upon, is hereby earnestly renewed. Such would be only an advance part of the plan, and the same arguments apply to both.

This plan is recommended as a means, not in exclusion of, but additional to, all others for restoring and preserving the national authority

throughout the Union. The subject is presented exclusively in its economical aspect. The plan would, I am confident, secure peace more speedily, and maintain it more permanently, than can be done by force alone; while all it would cost, considering amounts, and manner of payment, and times of payment, would be easier paid than will be the additional cost of the war if we rely solely upon force. It is much—very much—that it would cost no blood at all.

The plan is proposed as permanent constitutional law. It cannot become such without the concurrence of, first, two thirds of Congress and, afterward, three fourths of the States. The requisite three fourths of the States will necessarily include seven of the slave States. Their concurrence, if obtained, will give assurance of their severally adopting emancipation at no very distant day upon the new constitutional terms. This assurance would end the struggle now, and save the Union forever.

I do not forget the gravity which should characterize a paper addressed to the Congress of the nation by the Chief Magistrate of the nation. Nor do I forget that some of you are my seniors, nor that many of you have more experience than I in the conduct of public affairs. Yet I trust that in view of the great responsibility resting upon me, you will perceive no want of respect to yourselves in any undue earnestness I may seem to display.

Is it doubted, then, that the plan I propose, if adopted, would shorten the war, and thus lessen its expenditure of money and of blood? Is it doubted that it would restore the national authority and national prosperity, and perpetuate

both indefinitely? Is it doubted that we here—Congress and Executive—can secure its adoption? Will not the good people respond to a united and earnest appeal from us? Can we, can they, by any other means so certainly or so speedily assure these vital objects? We can succeed only by concert. It is not "Can any of us imagine better?" but, "Can we all do better?" Object whatsoever is possible, still the question occurs, "Can we do better?" The dogmas of the quiet past are inadequate to the stormy present. The occasion is piled high with difficulty, and we must rise with the occasion. As our case is new, so we must think anew and act anew. We must disenthrall ourselves, and then we shall save our country.

Fellow-citizens, we cannot escape history. We of this Congress and this administration will be remembered in spite of ourselves. No personal significance or insignificance can spare one or another of us. The fiery trial through which we pass will light us down, in honor or dishonor, to the latest generation. We say we are for the Union. The world will not forget that we say this. We know how to save the Union. The world knows we do know how to save it. We—even we here—hold the power and bear the responsibility. In giving freedom to the slave, we assure freedom to the free—honorable alike in what we give and what we preserve. We shall nobly save or meanly lose the last, best hope of earth. Other means may succeed; this could not fail. The way is plain, peaceful, generous, just—a way which, if followed, the world will forever applaud, and God must forever bless.

Abraham Lincoln.

Annual Message to Congress.

DECEMBER 8, 1863.

Fellow-citizens of the Senate and House of Representatives: Another year of health, and of sufficiently abundant harvests, has passed. For these, and especially for the improved condition of our national affairs, our renewed and profoundest gratitude to God is due.

We remain in peace and friendship with foreign powers.

The efforts of disloyal citizens of the United States to involve us in foreign wars, to aid an inexcusable insurrection, have been unavailing. Her Britannic Majesty's government, as was justly expected, have exercised their authority to prevent the departure of new hostile expeditions from British ports. The Emperor of France has, by a like proceeding, promptly vindicated the neutrality which he proclaimed at the beginning of the contest. Questions of great intricacy and importance have arisen out of the blockade, and other belligerent operations, between the government and several of the maritime powers, but they have been discussed, and, as far as was possible, accommodated, in a spirit of frankness, justice, and mutual good-will. It is especially gratifying that our prize courts, by the impartiality of their adjudications, have commanded the respect and confidence of maritime powers.

The supplemental treaty between the United States and Great Britain for the suppression of the African slave-trade, made on the 17th day of February last, has been duly ratified and carried into execution. It is believed that, so far as American ports and American citizens are

concerned, that inhuman and odious traffic has been brought to an end.

I shall submit, for the consideration of the Senate, a convention for the adjustment of possessory claims in Washington Territory, arising out of the treaty of the 15th of June, 1846, between the United States and Great Britain, and which have been the source of some disquiet among the citizens of that now rapidly improving part of the country.

A novel and important question, involving the extent of the maritime jurisdiction of Spain in the waters which surround the island of Cuba, has been debated without reaching an agreement, and it is proposed, in an amicable spirit, to refer it to the arbitrament of a friendly power. A convention for that purpose will be submitted to the Senate.

I have thought it proper, subject to the approval of the Senate, to concur with the interested commercial powers in an arrangement for the liquidation of the Scheldt dues upon the principles which have been heretofore adopted in regard to the imposts upon navigation in the waters of Denmark.

The long-pending controversy between this government and that of Chile, touching the seizure at Sitana, in Peru, by Chilian officers, of a large amount in treasure belonging to citizens of the United States, has been brought to a close by the award of his Majesty the King of the Belgians, to whose arbitration the question was referred by the parties. The subject was thoroughly and patiently examined by that justly respected magistrate, and although the sum awarded to the claimants may not have been

as large as they expected, there is no reason to distrust the wisdom of his Majesty's decision. That decision was promptly complied with by Chile, when intelligence in regard to it reached that country.

The joint commission, under the act of the last session, for carrying into effect the convention with Peru, on the subject of claims, has been organized at Lima, and is engaged in the business intrusted to it.

Difficulties concerning inter-oceanic transit through Nicaragua are in course of amicable adjustment.

In conformity with principles set forth in my last annual message, I have received a representative from the United States of Colombia, and have accredited a minister to that republic.

Incidents occurring in the progress of our civil war have forced upon my attention the uncertain state of international questions touching the rights of foreigners in this country and of United States citizens abroad. In regard to some governments, these rights are at least partially defined by treaties. In no instance, however, is it expressly stipulated that, in the event of civil war, a foreigner residing in this country, within the lines of the insurgents, is to be exempted from the rule which classes him as a belligerent, in whose behalf the government of his country cannot expect any privileges or immunities distinct from that character. I regret to say, however, that such claims have been put forward, and, in some instances, in behalf of foreigners who have lived in the United States the greater part of their lives.

There is reason to believe that many persons

born in foreign countries, who have declared their intention to become citizens, or who have been fully naturalized, have evaded the military duty required of them by denying the fact, and thereby throwing upon the government the burden of proof. It has been found difficult or impracticable to obtain this proof, from the want of guides to the proper sources of information. These might be supplied by requiring clerks of courts, where declarations of intention may be made, or naturalizations effected, to send, periodically, lists of the names of the persons naturalized, or declaring their intention to become citizens, to the Secretary of the Interior, in whose department those names might be arranged and printed for general information.

There is also reason to believe that foreigners frequently become citizens of the United States for the sole purpose of evading duties imposed by the laws of their native countries, to which, on becoming naturalized here, they at once repair, and, though never returning to the United States, they still claim the interposition of this government as citizens. Many altercations and great prejudices have heretofore arisen out of this abuse. It is, therefore, submitted to your serious consideration. It might be advisable to fix a limit, beyond which no citizen of the United States residing abroad may claim the interposition of his government.

The right of suffrage has often been assumed and exercised by aliens, under pretenses of naturalization, which they have disavowed when drafted into the military service. I submit the expediency of such an amendment of the law as will make the fact of voting an estoppel against

any plea of exemption from military service, or other civil obligation, on the ground of alienage.

In common with other Western powers, our relations with Japan have been brought into serious jeopardy, through the perverse opposition of the hereditary aristocracy of the empire to the enlightened and liberal policy of the Tycoon, designed to bring the country into the society of nations. It is hoped, although not with entire confidence, that these difficulties may be peacefully overcome. I ask your attention to the claim of the minister residing there for the damages he sustained in the destruction by fire of the residence of the legation at Yeddo.

Satisfactory arrangements have been made with the Emperor of Russia, which, it is believed, will result in effecting a continuous line of telegraph through that empire from our Pacific coast.

I recommend to your favorable consideration the subject of an international telegraph across the Atlantic Ocean; and also of a telegraph between this capital and the national forts along the Atlantic seaboard and the Gulf of Mexico. Such communications, established with any reasonable outlay, would be economical as well as effective aids to the diplomatic, military, and naval service.

The consular system of the United States, under the enactments of the last Congress, begins to be self-sustaining; and there is reason to hope that it may become entirely so, with the increase of trade which will ensue whenever peace is restored. Our ministers abroad have been faithful in defending American rights. In protecting commercial interests, our consuls have

necessarily had to encounter increased labors and responsibilities, growing out of the war. These they have, for the most part, met and discharged with zeal and efficiency. This acknowledgment justly includes those consuls who, residing in Morocco, Egypt, Turkey, Japan, China, and other Oriental countries, are charged with complex functions and extraordinary powers.

The condition of the several organized Territories is generally satisfactory, although Indian disturbances in New Mexico have not been entirely suppressed. The mineral resources of Colorado, Nevada, Idaho, New Mexico, and Arizona are proving far richer than has been heretofore understood. I lay before you a communication on this subject from the governor of New Mexico. I again submit to your consideration the expediency of establishing a system for the encouragement of immigration. Although this source of national wealth and strength is again flowing with greater freedom than for several years before the insurrection occurred, there is still a great deficiency of laborers in every field of industry, especially in agriculture, and in our mines, as well of iron and coal as of the precious metals. While the demand for labor is thus increased here, tens of thousands of persons, destitute of remunerative occupation, are thronging our foreign consulates, and offering to emigrate to the United States if essential, but very cheap, assistance can be afforded them. It is easy to see that, under the sharp discipline of civil war, the nation is beginning a new life. This noble effort demands the aid, and ought to receive the attention and support of the government.

Injuries, unforeseen by the government and un-

intended, may, in some cases, have been inflicted on the subjects or citizens of foreign countries, both at sea and on land, by persons in the service of the United States. As this government expects redress from other powers when similar injuries are inflicted by persons in their service upon citizens of the United States, we must be prepared to do justice to foreigners. If the existing judicial tribunals are inadequate to this purpose, a special court may be authorized, with power to hear and decide such claims of the character referred to as may have arisen under treaties and the public law. Conventions for adjusting the claims by joint commission have been proposed to some governments, but no definitive answer to the proposition has yet been received from any.

In the course of the session I shall probably have occasion to request you to provide indemnification to claimants where decrees of restitution have been rendered, and damages awarded by admiralty courts; and in other cases, where this government may be acknowledged to be liable in principle, and where the amount of that liability has been ascertained by an informal arbitration.

The proper officers of the treasury have deemed themselves required by the law of the United States upon the subject to demand a tax upon the incomes of foreign consuls in this country. While such a demand may not, in strictness, be in derogation of public law, or perhaps of any existing treaty between the United States and a foreign country, the expediency of so far modifying the act as to exempt from tax the income of such consuls as are not citizens of the United States, derived from the emoluments of their

office, or from property not situated in the United States, is submitted to your serious consideration. I make this suggestion upon the ground that a comity which ought to be reciprocated exempts our consuls, in all other countries, from taxation to the extent thus indicated. The United States, I think, ought not to be exceptionally illiberal to international trade and commerce.

The operations of the treasury during the last year have been successfully conducted. The enactment by Congress of a national banking law has proved a valuable support of the public credit; and the general legislation in relation to loans has fully answered the expectations of its favorers. Some amendments may be required to perfect existing laws, but no change in their principles or general scope is believed to be needed.

Since these measures have been in operation, all demands on the treasury, including the pay of the army and navy, have been promptly met and fully satisfied. No considerable body of troops, it is believed, were ever more amply provided, and more liberally and punctually paid; and it may be added, that by no people were the burdens incident to a great war ever more cheerfully borne.

The receipts during the year from all sources, including loans and the balance in the treasury at its commencement, were $901,125,674.86, and the aggregate disbursements $895,796,630.65, leaving a balance on the 1st of July, 1863, of $5,329,044.21. Of the receipts there were derived from customs $69,059,642.40; from internal revenue, $37,640,787.95; from direct tax, $1,485,103.61; from lands, $167,617.17; from miscellaneous sources, $3,046,615.35; and from

loans, $776,682,361.57; making the aggregate, $901,125,674.86. Of the disbursements there were for the civil service, $23,253,922.08; for pensions and Indians, $4,216,520.79; for interest on public debt, $24,729,846.51; for the War Department, $599,298,600.83; for the Navy Department, $63,211,105.27; for payment of funded and temporary debt, $181,086,635.07; making the aggregate, $895,796,630.65, and leaving the balance of $5,329,044.21. But the payments of funded and temporary debt, having been made from moneys borrowed during the year, must be regarded as merely nominal payments, and the moneys borrowed to make them as merely nominal receipts; and their amount, $181,086,635.07, should therefore be deducted both from receipts and disbursements. This being done, there remain as actual receipts, $720,039,039.79, and the actual disbursements, $714,709,995.58, leaving the balance as already stated.

The actual receipts and disbursements for the first quarter, and the estimated receipts and disbursements for the remaining three quarters, of the current fiscal year, 1864, will be shown in detail by the report of the Secretary of the Treasury, to which I invite your attention. It is sufficient to say here that it is not believed that actual results will exhibit a state of the finances less favorable to the country than the estimates of that officer heretofore submitted; while it is confidently expected that at the close of the year both disbursements and debt will be found very considerably less than has been anticipated.

The report of the Secretary of War is a document of great interest. It consists of—

1. The military operations of the year, detailed in the report of the General-in-Chief.

2. The organization of colored persons into the war service.

3. The exchange of prisoners, fully set forth in the letter of General Hitchcock.

4. The operations under the act for enrolling and calling out the national forces, detailed in the report of the Provost-Marshal-General.

5. The organization of the invalid corps; and

6. The operation of the several departments of the Quartermaster-General, Commissary-General, Paymaster-General, Chief of Engineers, Chief of Ordnance, and Surgeon-General.

It has appeared impossible to make a valuable summary of this report except such as would be too extended for this place, and hence I content myself by asking your careful attention to the report itself.

The duties devolving on the naval branch of the service during the year, and throughout the whole of this unhappy contest, have been discharged with fidelity and eminent success. The extensive blockade has been constantly increasing in efficiency, as the navy has expanded; yet on so long a line it has so far been impossible to entirely suppress illicit trade. From returns received at the Navy Department, it appears that more than one thousand vessels have been captured since the blockade was instituted, and that the value of prizes already sent in for adjudication amounts to over thirteen millions of dollars.

The naval force of the United States consists at this time of five hundred and eighty-eight vessels, completed and in the course of completion, and of these, seventy-five are iron-clad or

armored steamers. The events of the war give an increased interest and importance to the navy which will probably extend beyond the war itself.

The armored vessels in our navy, completed and in service, or which are under contract and approaching completion, are believed to exceed in number those of any other power. But while these may be relied upon for harbor defense and coast service, others of greater strength and capacity will be necessary for cruising purposes, and to maintain our rightful position on the ocean.

The change that has taken place in naval vessels and naval warfare since the introduction of steam as a motive power for ships of war demands either a corresponding change in some of our existing navy-yards, or the establishment of new ones, for the construction and necessary repair of modern naval vessels. No inconsiderable embarrassment, delay, and public injury have been experienced from the want of such governmental establishments. The necessity of such a navy-yard, so furnished, at some suitable place upon the Atlantic seaboard has on repeated occasions been brought to the attention of Congress by the Navy Department, and is again presented in the report of the Secretary which accompanies this communication. I think it my duty to invite your special attention to this subject, and also to that of establishing a yard and depot for naval purposes upon one of the western rivers. A naval force has been created on those interior waters, and under many disadvantages, within little more than two years, exceeding in numbers the whole naval force of the country at the commencement of the present administration.

Satisfactory and important as have been the performances of the heroic men of the navy at this interesting period, they are scarcely more wonderful than the success of our mechanics and artisans in the production of war vessels which has created a new form of naval power.

Our country has advantages superior to any other nation in our resources of iron and timber, with inexhaustible quantities of fuel in the immediate vicinity of both, all available, and in close proximity to navigable waters. Without the advantage of public works the resources of the nation have been developed, and its power displayed, in the construction of a navy of such magnitude, which has, at the very period of its creation, rendered signal service to the Union.

The increase of the number of seamen in the public service, from seven thousand five hundred men, in the spring of 1861, to about thirty-four thousand at the present time, has been accomplished without special legislation, or extraordinary bounties to promote that increase. It has been found, however, that the operation of the draft, with the high bounties paid for army recruits, is beginning to affect injuriously the naval service, and will, if not corrected, be likely to impair its efficiency, by detaching seamen from their proper vocation and inducing them to enter the army. I therefore respectfully suggest that Congress might aid both the army and naval services by a definite provision on this subject, which would at the same time be equitable to the communities more especially interested.

I commend to your consideration the suggestions of the Secretary of the Navy in regard to the policy of fostering and training seamen, and

also the education of officers and engineers for the naval service. The Naval Academy is rendering signal service in preparing midshipmen for the highly responsible duties which in after life they will be required to perform. In order that the country should not be deprived of the proper quota of educated officers, for which legal provision has been made at the naval school, the vacancies caused by the neglect or omission to make nominations from the States in insurrection have been filled by the Secretary of the Navy. The school is now more full and complete than at any former period, and in every respect entitled to the favorable consideration of Congress.

During the past fiscal year the financial condition of the Post Office Department has been one of increasing prosperity, and I am gratified in being able to state that the actual postal revenue has nearly equaled the entire expenditures; the latter amounting to $11,314,206.84, and the former to $11,163,789.59, leaving a deficiency of but $150,417.25. In 1860, the year immediately preceding the rebellion, the deficiency amounted to $5,656,705.49, the postal receipts of that year being $2,645,722.19 less than those of 1863. The decrease since 1860 in the annual amount of transportation has been only about 25 per cent., but the annual expenditure on account of the same has been reduced 35 per cent. It is manifest, therefore, that the Post Office Department may become self-sustaining in a few years even with the restoration of the whole service.

The international conference of postal delegates from the principal countries of Europe and America, which was called at the suggestion of the Postmaster-General, met at Paris on

the 11th of May last, and concluded its deliberations on the 8th of June. The principles established by the conference as best adapted to facilitate postal intercourse between nations, and as the basis of future postal conventions, inaugurate a general system of uniform international charges, at reduced rates of postage, and cannot fail to produce beneficial results.

I refer you to the report of the Secretary of the Interior, which is herewith laid before you, for useful and varied information in relation to the public lands, Indian affairs, patents, pensions, and other matters of public concern pertaining to his department.

The quantity of land disposed of during the last and the first quarter of the present fiscal years was three million eight hundred and forty-one thousand five hundred and forty-nine acres, of which one hundred and sixty-one thousand nine hundred and eleven acres were sold for cash, one million four hundred and fifty-six thousand five hundred and fourteen acres were taken up under the homestead law, and the residue disposed of under laws granting lands for military bounties, for railroad and other purposes. It also appears that the sale of the public lands is largely on the increase.

It has long been a cherished opinion of some of our wisest statesmen that the people of the United States had a higher and more enduring interest in the early settlement and substantial cultivation of the public lands than in the amount of direct revenue to be derived from the sale of them. This opinion has had a controlling influence in shaping legislation upon the subject of our national domain. I may cite, as evidence

of this, the liberal measures adopted in reference to actual settlers; the grant to the States of the overflowed lands within their limits in order to their being reclaimed and rendered fit for cultivation; the grants to railway companies of alternate sections of land upon the contemplated lines of their roads, which, when completed, will so largely multiply the facilities for reaching our distant possessions. This policy has received its most signal and beneficent illustration in the recent enactment granting homesteads to actual settlers. Since the first day of January last the before-mentioned quantity of one million four hundred and fifty-six thousand five hundred and fourteen acres of land have been taken up under its provisions. This fact, and the amount of sales, furnish gratifying evidence of increasing settlement upon the public lands notwithstanding the great struggle in which the energies of the nation have been engaged, and which has required so large a withdrawal of our citizens from their accustomed pursuits. I cordially concur in the recommendation of the Secretary of the Interior, suggesting a modification of the act in favor of those engaged in the military and naval service of the United States. I doubt not that Congress will cheerfully adopt such measures as will, without essentially changing the general features of the system, secure, to the greatest practicable extent, its benefits to those who have left their homes in defense of the country in this arduous crisis.

I invite your attention to the views of the Secretary as to the propriety of raising, by appropriate legislation, a revenue from the mineral lands of the United States.

The measures provided at your last session for the removal of certain Indian tribes have been carried into effect. Sundry treaties have been negotiated, which will, in due time, be submitted for the constitutional action of the Senate. They contain stipulations for extinguishing the possessory rights of the Indians to large and valuable tracts of land. It is hoped that the effect of these treaties will result in the establishment of permanent friendly relations with such of these tribes as have been brought into frequent and bloody collision with our outlying settlements and emigrants. Sound policy, and our imperative duty to these wards of the government, demand our anxious and constant attention to their material well-being, to their progress in the arts of civilization, and, above all, to that moral training which, under the blessing of Divine Providence, will confer upon them the elevated and sanctifying influences, the hopes and consolations, of the Christian faith.

I suggested in my last annual message the propriety of remodeling our Indian system. Subsequent events have satisfied me of its necessity. The details set forth in the report of the Secretary evince the urgent need for immediate legislative action.

I commend the benevolent institutions established or patronized by the government in this District to your generous and fostering care.

The attention of Congress, during the last session, was engaged to some extent with a proposition for enlarging the water communication between the Mississippi River and the northeastern seaboard, which proposition, however, failed for the time. Since then, upon a call of

the greatest respectability, a convention has been held at Chicago upon the same subject, a summary of whose views is contained in a memorial addressed to the President and Congress, and which I now have the honor to lay before you. That this interest is one which, ere long, will force its own way, I do not entertain a doubt, while it is submitted entirely to your wisdom as to what can be done now. Augmented interest is given to this subject by the actual commencement of work upon the Pacific railroad, under auspices so favorable to rapid progress and completion. The enlarged navigation becomes a palpable need to the great road.

I transmit the second annual report of the Commissioner of the Department of Agriculture, asking your attention to the developments in that vital interest of the nation.

When Congress assembled a year ago the war had already lasted nearly twenty months, and there had been many conflicts on both land and sea with varying results. The rebellion had been pressed back into reduced limits; yet the tone of public feeling and opinion, at home and abroad, was not satisfactory. With other signs, the popular elections, then just past, indicated uneasiness among ourselves, while, amid much that was cold and menacing, the kindest words coming from Europe were uttered in accents of pity that we were too blind to surrender a hopeless cause. Our commerce was suffering greatly by a few armed vessels built upon, and furnished from, foreign shores, and we were threatened with such additions from the same quarter as would sweep our trade from the sea and raise our blockade. We had failed to elicit from European

governments anything hopeful upon this subject. The preliminary emancipation proclamation, issued in September, was running its assigned period to the beginning of the new year. A month later the final proclamation came, including the announcement that colored men of suitable condition would be received into the war service. The policy of emancipation, and of employing black soldiers, gave to the future a new aspect, about which hope, and fear, and doubt contended in uncertain conflict. According to our political system, as a matter of civil administration, the General Government had no lawful power to effect emancipation in any State, and for a long time it had been hoped that the rebellion could be suppressed without resorting to it as a military measure. It was all the while deemed possible that the necessity for it might come, and that if it should, the crisis of the contest would then be presented. It came, and, as was anticipated, it was followed by dark and doubtful days. Eleven months having now passed, we are permitted to take another review. The rebel borders are pressed still further back, and, by the complete opening of the Mississippi, the country dominated by the rebellion is divided into distinct parts, with no practical communication between them. Tennessee and Arkansas have been substantially cleared of insurgent control, and influential citizens in each, owners of slaves and advocates of slavery at the beginning of the rebellion, now declare openly for emancipation in their respective States. Of those States not included in the Emancipation Proclamation, Maryland and Missouri, neither of which three years ago would tolerate any re-

straint upon the extension of slavery into new Territories, only dispute now as to the best mode of removing it within their own limits.

Of those who were slaves at the beginning of the rebellion, full one hundred thousand are now in the United States military service, about one half of which number actually bear arms in the ranks; thus giving the double advantage of taking so much labor from the insurgent cause, and supplying the places which otherwise must be filled with so many white men. So far as tested, it is difficult to say they are not as good soldiers as any. No servile insurrection, or tendency to violence or cruelty, has marked the measures of emancipation and arming the blacks. These measures have been much discussed in foreign countries, and contemporary with such discussion the tone of public sentiment there is much improved. At home the same measures have been fully discussed, supported, criticised, and denounced, and the annual elections following are highly encouraging to those whose official duty it is to bear the country through this great trial. Thus we have the new reckoning. The crisis which threatened to divide the friends of the Union is past.

Looking now to the present and future, and with reference to a resumption of the national authority within the States wherein that authority has been suspended, I have thought fit to issue a proclamation, a copy of which is herewith transmitted. On examination of this proclamation it will appear, as is believed, that nothing is attempted beyond what is amply justified by the Constitution. True, the form of an oath is given, but no man is coerced to take it. The

man is only promised a pardon in case he voluntarily takes the oath. The Constitution authorizes the executive to grant or withhold the pardon at his own absolute discretion; and this includes the power to grant on terms, as is fully established by judicial and other authorities.

It is also proffered that if, in any of the States named, a State government shall be, in the mode prescribed, set up, such government shall be recognized and guaranteed by the United States, and that under it the State shall, on the constitutional conditions, be protected against invasion and domestic violence. The constitutional obligation of the United States to guarantee to every State in the Union a republican form of government, and to protect the State in the cases stated, is explicit and full. But why tender the benefits of this provision only to a State government set up in this particular way? This section of the Constitution contemplates a case wherein the element within a State favorable to republican government in the Union may be too feeble for an opposite and hostile element external to, or even within, the State; and such are precisely the cases with which we are now dealing.

An attempt to guarantee and protect a revived State government, constructed in whole, or in preponderating part, from the very element against whose hostility and violence it is to be protected, is simply absurd. There must be a test by which to separate the opposing elements, so as to build only from the sound; and that test is a sufficiently liberal one which accepts as sound whoever will make a sworn recantation of his former unsoundness.

But if it be proper to require, as a test of admission to the political body, an oath of allegiance to the Constitution of the United States, and to the Union under it, why also to the laws and proclamations in regard to slavery? Those laws and proclamations were enacted and put forth for the purpose of aiding in the suppression of the rebellion. To give them their fullest effect, there had to be a pledge for their maintenance. In my judgment they have aided, and will further aid, the cause for which they were intended. To now abandon them would be not only to relinquish a lever of power, but would also be a cruel and an astounding breach of faith. I may add, at this point, that while I remain in my present position I shall not attempt to retract or modify the Emancipation Proclamation; nor shall I return to slavery any person who is free by the terms of that proclamation, or by any of the acts of Congress. For these and other reasons it is thought best that support of these measures shall be included in the oath; and it is believed the executive may lawfully claim it in return for pardon and restoration of forfeited rights, which he has clear constitutional power to withhold altogether, or grant upon the terms which he shall deem wisest for the public interest. It should be observed, also, that this part of the oath is subject to the modifying and abrogating power of legislation and supreme judicial decision.

The proposed acquiescence of the national executive in any reasonable temporary State arrangement for the freed people is made with the view of possibly modifying the confusion and destitution which must at best attend all classes

by a total revolution of labor throughout whole States. It is hoped that the already deeply afflicted people in those States may be somewhat more ready to give up the cause of their affliction, if, to this extent, this vital matter be left to themselves; while no power of the national executive to prevent an abuse is abridged by the proposition.

The suggestion in the proclamation as to maintaining the political framework of the States on what is called reconstruction is made in the hope that it may do good without danger of harm. It will save labor, and avoid great confusion.

But why any proclamation now upon this subject? This question is beset with the conflicting views that the step might be delayed too long or be taken too soon. In some States the elements for resumption seem ready for action, but remain inactive apparently for want of a rallying-point—a plan of action. Why shall A adopt the plan of B, rather than B that of A? And if A and B should agree, how can they know but that the General Government here will reject their plan? By the proclamation a plan is presented which may be accepted by them as a rallying-point, and which they are assured in advance will not be rejected here. This may bring them to act sooner than they otherwise would.

The objection to a premature presentation of a plan by the national executive consists in the danger of committals on points which could be more safely left to further developments. Care has been taken to so shape the document as to avoid embarrassments from this source. Saying that, on certain terms, certain classes will be pardoned, with rights restored, it is not said that

other classes, or other terms, will never be included. Saying that reconstruction will be accepted if presented in a specified way, it is not said it will never be accepted in any other way.

The movements, by State action, for emancipation in several of the States not included in the Emancipation Proclamation, are matters of profound gratulation. And while I do not repeat in detail what I have heretofore so earnestly urged upon this subject, my general views and feelings remain unchanged; and I trust that Congress will omit no fair opportunity of aiding these important steps to a great consummation.

In the midst of other cares, however important, we must not lose sight of the fact that the war power is still our main reliance. To that power alone can we look, yet for a time, to give confidence to the people in the contested regions that the insurgent power will not again overrun them. Until that confidence shall be established, little can be done anywhere for what is called reconstruction. Hence our chiefest care must still be directed to the army and navy, who have thus far borne their harder part so nobly and well. And it may be esteemed fortunate that in giving the greatest efficiency to these indispensable arms, we do also honorably recognize the gallant men, from commander to sentinel, who compose them, and to whom, more than to others, the world must stand indebted for the home of freedom disenthralled, regenerated, enlarged, and perpetuated.

Abraham Lincoln.

Annual Message to Congress.

DECEMBER 6, 1864.

Fellow-citizens of the Senate and House of Representatives: Again the blessings of health and abundant harvests claim our profoundest gratitude to almighty God.

The condition of our foreign affairs is reasonably satisfactory.

Mexico continues to be a theater of civil war. While our political relations with that country have undergone no change, we have, at the same time, strictly maintained neutrality between the belligerents. At the request of the States of Costa Rica and Nicaragua, a competent engineer has been authorized to make a survey of the River San Juan and the port of San Juan. It is a source of much satisfaction that the difficulties which for a moment excited some political apprehensions and caused a closing of the interoceanic transit route, have been amicably adjusted, and that there is a good prospect that the route will soon be reopened with an increase of capacity and adaptation. We could not exaggerate either the commercial or the political importance of that great improvement. It would be doing injustice to an important South American State not to acknowledge the directness, frankness, and cordiality with which the United States of Colombia have entered into intimate relations with this government. A claims convention has been constituted to complete the unfinished work of the one which closed its session in 1861.

The new liberal constitution of Venezuela having gone into effect with the universal acquies-

cence of the people, the government under it has been recognized, and diplomatic intercourse with it has been opened in a cordial and friendly spirit. The long-deferred Aves Island claim has been satisfactorily paid and discharged.

Mutual payments have been made of the claims awarded by the late joint commission for the settlement of claims between the United States and Peru. An earnest and cordial friendship continues to exist between the two countries, and such efforts as were in my power have been used to remove misunderstanding, and avert a threatened war between Peru and Spain.

Our relations are of the most friendly nature with Chili, the Argentine Republic, Bolivia, Costa Rica, Paraguay, San Salvador, and Hayti.

During the past year no differences of any kind have arisen with any of these republics, and on the other hand, their sympathies with the United States are constantly expressed with cordiality and earnestness.

The claim arising from the seizure of the cargo of the brig *Macedonian* in 1821 has been paid in full by the Government of Chili.

Civil war continues in the Spanish part of San Domingo, apparently without prospect of an early close.

Official correspondence has been freely opened with Liberia, and it gives us a pleasing view of social and political progress in that republic. It may be expected to derive new vigor from American influence, improved by the rapid disappearance of slavery in the United States.

I solicit your authority to furnish to the republic a gunboat, at moderate cost, to be reimbursed to the United States by instalments. Such

a vessel is needed for the safety of that State against the native African races, and in Liberian hands it would be more effective in arresting the African slave-trade than a squadron in our own hands. The possession of the least organized naval force would stimulate a generous ambition in the republic, and the confidence which we should manifest by furnishing it would win forbearance and favor toward the colony from all civilized nations.

The proposed overland telegraph between America and Europe, by the way of Behring's Straits and Asiatic Russia, which was sanctioned by Congress at the last session, has been undertaken, under very favorable circumstances, by an association of American citizens, with the cordial good-will and support as well of this government as of those of Great Britain and Russia. Assurances have been received from most of the South American States of their high appreciation of the enterprise and their readiness to co-operate in constructing lines tributary to that world-encircling communication. I learn with much satisfaction that the noble design of a telegraphic communication between the eastern coast of America and Great Britain has been renewed, with full expectation of its early accomplishment.

Thus it is hoped that with the return of domestic peace the country will be able to resume with energy and advantage its former high career of commerce and civilization.

Our very popular and estimable representative in Egypt died in April last. An unpleasant altercation which arose between the temporary incumbent of the office and the government

of the Pasha, resulted in a suspension of intercourse. The evil was promptly corrected on the arrival of the successor in the consulate, and our relations with Egypt, as well as our relations with the Barbary Powers, are entirely satisfactory.

The rebellion which has so long been flagrant in China has at last been suppressed with the co-operating good offices of this government and of the other western commercial States. The judicial consular establishment there has become very difficult and onerous, and it will need legislative revision to adapt it to the extension of our commerce and to the more intimate intercourse which has been instituted with the government and people of that vast empire. China seems to be accepting with hearty good-will the conventional laws which regulate commercial and social intercourse among the western nations. Owing to the peculiar situation of Japan and the anomalous form of its government, the action of that empire in performing treaty stipulations is inconstant and capricious. Nevertheless, good progress has been effected by the western powers moving with enlightened concert. Our own pecuniary claims have been allowed or put in course of settlement, and the inland sea has been reopened to commerce. There is reason also to believe that these proceedings have increased rather than diminished the friendship of Japan toward the United States.

The ports of Norfolk, Fernandina, and Pensacola have been opened by proclamation. It is hoped that foreign merchants will now consider whether it is not safer and more profitable to themselves, as well as just to the United States,

to resort to these and other open ports, than it is to pursue, through many hazards, and at vast cost, a contraband trade with other ports which are closed, if not by actual military occupation, at least by a lawful and effective blockade.

For myself, I have no doubt of the power and duty of the executive, under the law of nations, to exclude enemies of the human race from an asylum in the United States. If Congress should think that proceedings in such cases lack the authority of law, or ought to be further regulated by it, I recommend that provision be made for effectually preventing foreign slave-traders from acquiring domicile and facilities for their criminal occupation in our country.

It is possible that if it were a new and open question, the maritime powers, with the lights they now enjoy, would not concede the privileges of a naval belligerent to the insurgents of the United States, destitute as they are, and always have been, equally of ships-of-war and of ports and harbors. Disloyal emissaries have been neither less assiduous nor more successful during the last year than they were before that time in their efforts, under favor of that privilege, to embroil our country in foreign wars. The desire and determination of the governments of the maritime States to defeat that design are believed to be as sincere as, and cannot be more earnest than, our own. Nevertheless, unforeseen political difficulties have arisen, especially in Brazilian and British ports, and on the northern boundary of the United States, which have required, and are likely to continue to require, the practice of constant vigilance and a just and conciliatory spirit on the part of the

United States, as well as of the nations concerned and their governments.

Commissioners have been appointed, under the treaty with Great Britain, on the adjustment of the claims of the Hudson's Bay and Puget's Sound Agricultural Companies in Oregon, and are now proceeding to the execution of the trust assigned to them.

In view of the insecurity of life and property in the region adjacent to the Canadian border, by reason of recent assaults and depredations committed by inimical and desperate persons who are harbored there, it has been thought proper to give notice that after the expiration of six months, the period conditionally stipulated in the existing arrangement with Great Britain, the United States must hold themselves at liberty to increase their naval armament upon the lakes if they shall find that proceeding necessary. The condition of the border will necessarily come into consideration in connection with the question of continuing or modifying the rights of transit from Canada through the United States, as well as the regulation of imposts, which were temporarily established by the Reciprocity Treaty of the 5th of June, 1854.

I desire, however, to be understood while making this statement, that the colonial authorities of Canada are not deemed to be intentionally unjust or unfriendly toward the United States; but, on the contrary, there is every reason to expect that, with the approval of the Imperial Government, they will take the necessary measures to prevent new incursions across the border.

The act passed at the last session for the en-

couragement of immigration has, so far as was possible, been put in operation. It seems to need amendment which will enable the officers of the government to prevent the practice of frauds against the immigrants while on their way and on their arrival in the ports, so as to secure them here a free choice of avocations and places of settlement. A liberal disposition toward this great national policy is manifested by most of the European States, and ought to be reciprocated on our part by giving the immigrants effective national protection. I regard our immigrants as one of the principal replenishing streams which are appointed by Providence to repair the ravages of internal war, and its wastes of national strength and health. All that is necessary is to secure the flow of that stream in its present fullness, and to that end the government must, in every way, make it manifest that it neither needs nor designs to impose involuntary military service upon those who come from other lands to cast their lot in our country.

The financial affairs of the government have been successfully administered during the last year. The legislation of the last session of Congress has beneficially affected the revenues, although sufficient time has not yet elapsed to experience the full effect of several of the provisions of the acts of Congress imposing increased taxation.

The receipts during the year, from all sources, upon the basis of warrants signed by the Secretary of the Treasury, including loans and the balance in the treasury on the first day of July, 1863, were $1,394,796,007.62, and the aggregate disbursements, upon the same basis, were $1,298,-

056,101.89, leaving a balance in the treasury, as shown by warrants, of $96,739,905.73.

Deduct from these amounts the amount of the principal of the public debt redeemed, and the amount of issues in substitution therefor, and the actual cash operations of the treasury were: Receipts, $884,076,646.57; disbursements, $865,234,087.86, which leaves a cash balance in the treasury of $18,842,558.71.

Of the receipts, there were derived from customs, $102,316,152.99; from lands, $588,333.29; from direct taxes, $475,648.96; from internal revenue, $109,741,134.10; from miscellaneous sources, $47,511,448.10; and from loans applied to actual expenditures, including former balance, $623,443,929.13.

There were disbursed for the civil service, $27,505,599.46; for pensions and Indians, $7,517,930.97; for the War Department, $690,791,842.97; for the Navy Department, $85,733,292.77; for interest on the public debt, $53,685,421.69,—making an aggregate of $865,234,087.86, and leaving a balance in the treasury of $18,842,558.71, as before stated.

For the actual receipts and disbursements for the first quarter, and the estimated receipts and disbursements for the three remaining quarters of the current fiscal year, and the general operations of the treasury in detail, I refer you to the report of the Secretary of the Treasury. I concur with him in the opinion that the proportion of moneys required to meet the expenses consequent upon the war derived from taxation should be still further increased; and I earnestly invite your attention to this subject, to the end that there may be such additional legislation as

shall be required to meet the just expectations of the Secretary.

The public debt on the first day of July last, as appears by the books of the treasury, amounted to $1,740,690,489.49. Probably should the war continue for another year, that amount may be increased by not far from $500,000,000. Held as it is, for the most part, by our own people, it has become a substantial branch of national though private property. For obvious reasons, the more nearly this property can be distributed among all the people, the better. To favor such general distribution, greater inducements to become owners might, perhaps, with good effect, and without injury, be presented to persons of limited means. With this view, I suggest whether it might not be both competent and expedient for Congress to provide that a limited amount of some future issue of public securities might be held by any bona-fide purchaser exempt from taxtion, and from seizure for debt under such restrictions and limitations as might be necessary to guard against abuse of so important a privilege. This would enable every prudent person to set aside a small annuity against a possible day of want.

Privileges like these would render the possession of such securities, to the amount limited, most desirable to every person of small means who might be able to save enough for the purpose. The great advantage of citizens being creditors as well as debtors, with relation to the public debt, is obvious. Men readily perceive that they cannot be much oppressed by a debt which they owe to themselves.

The public debt on the first day of July last, al-

though somewhat exceeding the estimate of the Secretary of the Treasury made to Congress at the commencement of the last session, falls short of the estimate of that officer made in the preceding December, as to its probable amount at the beginning of this year, by the sum of $3,995,097.31. This fact exhibits a satisfactory condition and conduct of the operations of the treasury.

The national banking system is proving to be acceptable to capitalists and to the people. On the twenty-fifth day of November 584 national banks had been organized, a considerable number of which were conversions from State banks. Changes from State systems to the national system are rapidly taking place, and it is hoped that very soon there will be in the United States no banks of issue not authorized by Congress, and no bank-note circulation not secured by the government. That the government and the people will derive great benefit from this change in the banking systems of the country, can hardly be questioned. The national system will create a reliable and permanent influence in support of the national credit, and protect the people against losses in the use of paper money. Whether or not any further legislation is advisable for the suppression of State bank issues, it will be for Congress to determine. It seems quite clear that the treasury cannot be satisfactorily conducted unless the government can exercise a restraining power over the bank-note circulation of the country.

The report of the Secretary of War and the accompanying documents will detail the campaigns of the armies in the field since the date

of the last annual message, and also the operations of the several administrative bureaus of the War Department during the last year. It will also specify the measures deemed essential for the national defense, and to keep up and supply the requisite military force.

The report of the Secretary of the Navy presents a comprehensive and satisfactory exhibit of the affairs of that department and of the naval service. It is a subject of congratulation and laudable pride to our countrymen that a navy of such vast proportions has been organized in so brief a period, and conducted with so much efficiency and success. The general exhibit of the navy, including vessels under construction on the 1st of December, 1864, shows a total of 671 vessels, carrying 4610 guns, and 510,396 tons, being an actual increase during the year, over and above all losses by shipwreck or in battle, of 83 vessels, 167 guns, and 42,427 tons.

The total number of men at this time in the naval service, including officers, is about 51,000.

There have been captured by the navy during the year, 324 vessels, and the whole number of naval captures since hostilities commenced is 1379, of which 267 are steamers.

The gross proceeds arising from the sale of condemned prize property thus far reported amounts to $14,396,250.51. A large amount of such proceeds is still under adjudication and yet to be reported.

The total expenditure of the Navy Department of every description, including the cost of the immense squadrons that have been called into existence from the 4th of March, 1861, to the 1st of November, 1864, is $238,647,262.35.

Your favorable consideration is invited to the various recommendations of the Secretary of the Navy, especially in regard to a navy-yard and suitable establishment for the construction and repair of iron vessels, and the machinery and armature for our ships, to which reference was made in my last annual message.

Your attention is also invited to the views expressed in the report in relation to the legislation of Congress, at its last session, in respect to prize on our inland waters.

I cordially concur in the recommendations of the Secretary as to the propriety of creating the new rank of vice-admiral in our naval service.

Your attention is invited to the report of the Postmaster-General for a detailed account of the operations and financial condition of the Post-office Department.

The postal revenues for the year ending June 30, 1864, amounted to $12,438,253.78, and the expenditures to $12,644,786.20; the excess of expenditures over receipts being $206,532.42.

The views presented by the Postmaster-General on the subject of special grants by the government, in aid of the establishment of new lines of ocean mail steamships, and the policy he recommends for the development of increased commercial intercourse with adjacent and neighboring countries, should receive the careful consideration of Congress.

It is of noteworthy interest that the steady expansion of population, improvement, and governmental institutions over the new and unoccupied portions of our country have scarcely been checked, much less impeded or destroyed, by

our great civil war, which at first glance would seem to have absorbed almost the entire energies of the nation.

The organization and admission of the State of Nevada has been completed in conformity with law, and thus our excellent system is firmly established in the mountains which once seemed a barren and uninhabitable waste between the Atlantic States and those which have grown up on the coast of the Pacific Ocean.

The Territories of the Union are generally in a condition of prosperity and rapid growth. Idaho and Montana, by reason of their great distance and the interruption of communication with them by Indian hostilities, have been only partially organized; but it is understood that these difficulties are about to disappear, which will permit their governments, like those of the others, to go into speedy and full operation.

As intimately connected with and promotive of this material growth of the nation, I ask the attention of Congress to the valuable information and important recommendations relating to the public lands, Indian affairs, the Pacific Railroad, and mineral discoveries contained in the report of the Secretary of the Interior, which is herewith transmitted, and which report also embraces the subjects of patents, pensions, and other topics of public interest pertaining to his department. The quantity of public land disposed of during the five quarters ending on the 30th of September last was 4,221,342 acres, of which 1,538,614 acres were entered under the homestead law. The remainder was located with military land warrants, agricultural scrip certified to States for railroads, and sold for cash.

The cash received from sales and location fees was $1,019,446.

The income from sales during the fiscal year ending June 30, 1864, was $678,007.21, against $136,077.95 received during the preceding year. The aggregate number of acres surveyed during the year has been equal to the quantity disposed of, and there is open to settlement about 133,000,000 acres of surveyed land.

The great enterprise of connecting the Atlantic with the Pacific States by railways and telegraph lines has been entered upon with a vigor that gives assurance of success, notwithstanding the embarrassments arising from the prevailing high prices of materials and labor. The route of the main line of the road has been definitely located for one hundred miles westward from the initial point at Omaha City, Nebraska, and a preliminary location of the Pacific Railroad of California has been made from Sacramento, eastward to the great bend of Truckee River in Nevada.

Numerous discoveries of gold, silver, and cinnabar mines have been added to the many heretofore known, and the country occupied by the Sierra Nevada and Rocky Mountains and the subordinate ranges now teems with enterprising labor which is richly remunerative. It is believed that the product of the mines of precious metals in that region has, during the year, reached, if not exceeded, $100,000,000 in value.

It was recommended in my last annual message that our Indian system be remodeled. Congress, at its last session, acting upon the recommendation, did provide for reorganizing the system in California, and it is believed that under

the present organization the management of the Indians there will be attended with reasonable success. Much yet remains to be done to provide for the proper government of the Indians in other parts of the country, to render it secure for the advancing settler and to provide for the welfare of the Indian. The Secretary reiterates his recommendations, and to them the attention of Congress is invited.

The liberal provisions made by Congress for paying pensions to invalid soldiers and sailors of the Republic, and to the widows, orphans, and dependent mothers of those who have fallen in battle, or died of disease contracted, or of wounds received, in the service of their country, have been diligently administered.

There have been added to the pension-rolls, during the year ending the thirtieth day of June last, the names of 16,770 invalid soldiers, and of 271 disabled seamen; making the present number of army invalid pensioners, 22,767, and of navy invalid pensioners, 712.

Of widows, orphans, and mothers, 22,198 have been placed on the army pension-rolls, and 248 on the navy-rolls. The present number of army pensioners of this class is 25,433, and of navy pensioners, 793. At the beginning of the year, the number of Revolutionary pensioners was 1430; only twelve of them were soldiers, of whom seven have since died. The remainder are those who under the law receive pensions because of relationship to Revolutionary soldiers. During the year ending the 30th of June, 1864, $4,504,616.92 have been paid to pensioners of all classes.

I cheerfully commend to your continued patronage the benevolent institutions of the Dis-

trict of Columbia, which have hitherto been established or fostered by Congress, and respectfully refer for information concerning them, and in relation to the Washington aqueduct, the Capitol, and other matters of local interest, to the report of the Secretary.

The Agricultural Department, under the supervision of its present energetic and faithful head, is rapidly commending itself to the great and vital interest it was created to advance. It is peculiarly the people's department, in which they feel more directly concerned than in any other. I commend it to the continued attention and fostering care of Congress.

The war continues. Since the last annual message, all the important lines and positions then occupied by our forces have been maintained, and our arms have steadily advanced, thus liberating the regions left in rear; so that Missouri, Kentucky, Tennessee, and parts of other States have again produced reasonably fair crops.

The most remarkable feature in the military operations of the year is General Sherman's attempted march of three hundred miles, directly through the insurgent region. It tends to show a great increase of our relative strength, that our general-in-chief should feel able to confront and hold in check every active force of the enemy, and yet to detach a well-appointed large army to move on such an expedition. The result not yet being known, conjecture in regard to it is not here indulged.

Important movements have also occurred during the year to the effect of molding society for durability in the Union. Although short of complete success, it is much in the right direction

that 12,000 citizens in each of the States of Arkansas and Louisiana have organized loyal State governments, with free constitutions, and are earnestly struggling to maintain and administer them. The movements in the same direction, more extensive though less definite, in Missouri, Kentucky, and Tennessee, should not be overlooked. But Maryland presents the example of complete success. Maryland is secure to liberty and Union for all the future. The genius of rebellion will no more claim Maryland. Like another foul spirit, being driven out, it may seek to tear her, but it will woo her no more.

At the last session of Congress a proposed amendment of the Constitution, abolishing slavery throughout the United States, passed the Senate, but failed for lack of the requisite two-thirds vote in the House of Representatives. Although the present is the same Congress, and nearly the same members, and without questioning the wisdom or patriotism of those who stood in opposition, I venture to recommend the reconsideration and passage of the measure at the present session. Of course the abstract question is not changed, but an intervening election shows, almost certainly, that the next Congress will pass the measure if this does not. Hence there is only a question of time as to when the proposed amendment will go to the States for their action. And as it is to so go, at all events, may we not agree that the sooner the better? It is not claimed that the election has imposed a duty on members to change their views or their votes any further than as an additional element to be considered, their judgment may be affected by it. It is the voice of the people now for the

first time heard upon the question. In a great national crisis like ours, unanimity of action among those seeking a common end is very desirable—almost indispensable. And yet no approach to such unanimity is attainable unless some deference shall be paid to the will of the majority, simply because it is the will of the majority. In this case the common end is the maintenance of the Union, and among the means to secure that end, such will, through the election, is most clearly declared in favor of such constitutional amendment.

The most reliable indication of public purpose in this country is derived through our popular elections. Judging by the recent canvass and its result, the purpose of the people within the loyal States to maintain the integrity of the Union, was never more firm nor more nearly unanimous than now. The extraordinary calmness and good order with which the millions of voters met and mingled at the polls give strong assurance of this. Not only all those who supported the Union ticket, so called, but a great majority of the opposing party also, may be fairly claimed to entertain, and to be actuated by the same purpose. It is an unanswerable argument to this effect, that no candidate for any office whatever, high or low, has ventured to seek votes on the avowal that he was for giving up the Union. There has been much impugning of motives, and much heated controversy as to the proper means and best mode of advancing the Union cause; but on the distinct issue of Union or no Union the politicians have shown their instinctive knowledge that there is no diversity among the people. In affording the people the fair oppor-

tunity of showing one to another and to the world this firmness and unanimity of purpose, the election has been of vast value to the national cause.

The election has exhibited another fact, not less valuable to be known—the fact that we do not approach exhaustion in the most important branch of national resources—that of living men. While it is melancholy to reflect that the war has filled so many graves, and carried mourning to so many hearts, it is some relief to know that compared with the surviving, the fallen have been so few. While corps, and divisions, and brigades, and regiments have formed, and fought, and dwindled, and gone out of existence, a great majority of the men who composed them are still living. The same is true of the naval service. The election returns prove this. So many voters could not else be found. The States regularly holding elections, both now and four years ago—to wit: California, Connecticut, Delaware, Illinois, Indiana, Iowa, Kentucky, Maine, Maryland, Massachusetts, Michigan, Minnesota, Missouri, New Hampshire, New Jersey, New York, Ohio, Oregon, Pennsylvania, Rhode Island, Vermont, West Virginia, and Wisconsin—cast 3,982,011 votes now, against 3,870,222 cast then; showing an aggregate now of 3,982,011. To this is to be added 33,762 cast now in the new States of Kansas and Nevada, which States did not vote in 1860; thus swelling the aggregate to 4,015,773, and the net increase during the three years and a half of war, to 145,551. A table is appended, showing particulars. To this again should be added the number of all soldiers in the field from Massachusetts, Rhode Island, New

Jersey, Delaware, Indiana, Illinois, and California, who by the laws of those States could not vote away from their homes, and which number cannot be less than 90,000. Nor yet is this all. The number in organized Territories is triple now what it was four years ago, while thousands, white and black, join us as the national arms press back the insurgent lines. So much is shown, affirmatively and negatively, by the election.

It is not material to inquire how the increase has been produced, or to show that it would have been greater but for the war, which is probably true. The important fact remains demonstrated that we have more men now than we had when the war began; that we are not exhausted, nor in process of exhaustion; that we are gaining strength, and may, if need be, maintain the contest indefinitely. This as to men. Material resources are now more complete and abundant than ever.

The national resources, then, are unexhausted, and, as we believe, inexhaustible. The public purpose to re-establish and maintain the national authority is unchanged, and, as we believe, unchangeable. The manner of continuing the effort remains to choose. On careful consideration of all the evidence accessible, it seems to me that no attempt at negotiation with the insurgent leader could result in any good. He would accept nothing short of severance of the Union—precisely what we will not and cannot give. His declarations to this effect are explicit and oft repeated. He does not attempt to deceive us. He affords us no excuse to deceive ourselves. He cannot voluntarily re-accept the Union; we cannot voluntarily yield it.

Between him and us the issue is distinct, simple, and inflexible. It is an issue which can only be tried by war, and decided by victory. If we yield, we are beaten; if the Southern people fail him, he is beaten. Either way it would be the victory and defeat following war. What is true, however, of him who heads the insurgent cause, is not necessarily true of those who follow. Although he cannot re-accept the Union, they can. Some of them, we know, already desire peace and reunion. The number of such may increase.

They can at any moment have peace simply by laying down their arms and submitting to the national authority under the Constitution. After so much the government could not, if it would, maintain war against them. The loyal people would not sustain or allow it. If questions should remain, we would adjust them by the peaceful means of legislation, conference, courts, and votes, operating only in constitutional and lawful channels. Some certain, and other possible, questions are, and would be, beyond the executive power to adjust; as, for instance, the admission of members into Congress, and whatever might require the appropriation of money. The executive power itself would be greatly diminished by the cessation of actual war. Pardons and remissions of forfeitures, however, would still be within executive control. In what spirit and temper this control would be exercised, can be fairly judged of by the past.

A year ago general pardon and amnesty, upon specified terms, were offered to all except certain designated classes, and it was at the same time made known that the excepted classes were still within contemplation of special clemency. During the year many availed themselves of the

general provision, and many more would only that the signs of bad faith in some led to such precautionary measures as rendered the practical process less easy and certain. During the same time, also, special pardons have been granted to individuals of the excepted classes, and no voluntary application has been denied.

Thus, practically, the door has been for a full year open to all, except such as were not in condition to make free choice—that is, such as were in custody or under constraint. It is still so open to all; but the time may come—probably will come—when public duty shall demand that it be closed; and that in lieu more rigorous measures than heretofore shall be adopted.

In presenting the abandonment of armed resistance to the national authority on the part of the insurgents as the only indispensable condition to ending the war on the part of the government, I retract nothing heretofore said as to slavery. I repeat the declaration made a year ago, that "while I remain in my present position I shall not attempt to retract or modify the Emancipation Proclamation, nor shall I return to slavery any person who is free by the terms of that proclamation, or by any of the acts of Congress."

If the people should, by whatever mode or means, make it an executive duty to re-enslave such persons, another, and not I, must be their instrument to perform it.

In stating a single condition of peace, I mean simply to say, that the war will cease on the part of the government whenever it shall have ceased on the part of those who began it.

Abraham Lincoln.

Proclamations, Messages, etc., Concerning Slavery

Proclamations, Messages, etc., Concerning Slavery

Message to Congress Recommending Compensated Emancipation.

March 6, 1862.

Fellow-citizens of the Senate and House of Representatives: I recommend the adoption of a joint resolution by your honorable bodies, which shall be substantially as follows:

Resolved, That the United States ought to coöperate with any State which may adopt gradual abolishment of slavery, giving to such State pecuniary aid, to be used by such State, in its discretion, to compensate for the inconveniences, public and private, produced by such change of system.

If the proposition contained in the resolution does not meet the approval of Congress and the country, there is the end; but if it does command such approval, I deem it of importance that the States and people immediately interested should be at once distinctly notified of the fact, so that they may begin to consider whether to accept or reject it. The Federal Government would find its highest interest in such a measure, as one of the most efficient means of self-preser-

vation. The leaders of the existing insurrection entertain the hope that this government will ultimately be forced to acknowledge the independence of some part of the disaffected region, and that all the slave States north of such part will then say, "The Union for which we have struggled being already gone, we now choose to go with the Southern section." To deprive them of this hope substantially ends the rebellion; and the initiation of emancipation completely deprives them of it as to all the States initiating it. The point is not that the States tolerating slavery would very soon, if at all, initiate emancipation; but that while the offer is equally made to all, the more Northern shall, by such initiation, make it certain to the more Southern that in no event will the former ever join the latter in their proposed confederacy. I say "initiation" because, in my judgment, gradual and not sudden emancipation is better for all. In the mere financial or pecuniary view, any member of Congress, with the census tables and treasury reports before him, can readily see for himself how very soon the current expenditures of this war would purchase, at fair valuation, all the slaves in any named State. Such a proposition on the part of the General Government sets up no claim of a right by Federal authority to interfere with slavery within State limits, referring, as it does, the absolute control of the subject in each case to the State and its people immediately interested. It is proposed as a matter of perfectly free choice with them.

In the annual message, last December, I thought fit to say, "The Union must be preserved, and hence all indispensable means must

be employed." I said this not hastily, but deliberately. War has been made, and continues to be, an indispensable means to this end. A practical reacknowledgment of the national authority would render the war unnecessary, and it would at once cease. If, however, resistance continues, the war must also continue; and it is impossible to foresee all the incidents which may attend and all the ruin which may follow it. Such as may seem indispensable, or may obviously promise great efficiency, toward ending the struggle, must and will come.

The proposition now made, though an offer only, I hope it may be esteemed no offense to ask whether the pecuniary consideration tendered would not be of more value to the States and private persons concerned than are the institution and property in it, in the present aspect of affairs?

While it is true that the adoption of the proposed resolution would be merely initiatory, and not within itself a practical measure, it is recommended in the hope that it would soon lead to important practical results. In full view of my great responsibility to my God and to my country, I earnestly beg the attention of Congress and the people to the subject.

Abraham Lincoln.

Message to Congress on Passage of Act to Abolish Slavery in the District of Columbia.

April 16, 1862.

Fellow-citizens of the Senate and House of Representatives: The act entitled "An act for the

release of certain persons held to service or labor in the District of Columbia" has this day been approved and signed.

I have never doubted the constitutional authority of Congress to abolish slavery in this District; and I have ever desired to see the national capital freed from the institution in some satisfactory way. Hence there has never been in my mind any question upon the subject except the one of expediency, arising in view of all the circumstances. If there be matters within and about this act which might have taken a course or shape more satisfactory to my judgment, I do not attempt to specify them. I am gratified that the two principles of compensation and colonization are both recognized and practically applied in the act.

In the matter of compensation, it is provided that claims may be presented within ninety days from the passage of the act, "but not thereafter"; and there is no saving for minors, *femmes covert,* insane or absent persons. I presume this is an omission by mere oversight, and I recommend that it be supplied by an amendatory or supplemental act.

Abraham Lincoln.

Proclamation Revoking General Hunter's Order of Military Emancipation.

MAY 19, 1862.

Whereas there appears in the public prints what purports to be a proclamation of Major-General Hunter, in the words and figures following, to wit:

Headquarters Department of the South,
Hilton Head, Port Royal, S. C., May 9, 1862.

The three States of Georgia, Florida, and South Carolina, comprising the military department of the South, having deliberately declared themselves no longer under the protection of the United States of America, and having taken up arms against the said United States, it became a military necessity to declare martial law. This was accordingly done on the 25th day of April, 1862. Slavery and martial law in a free country are altogether incompatible; the persons in these three States—Georgia, Florida, and South Carolina—heretofore held as slaves, are therefore declared forever free.

By command of Major-General D. Hunter:

(*Official.*) Ed. W. Smith, Acting Assistant Adjutant-General.

And whereas the same is producing some excitement and misunderstanding: therefore,

I, Abraham Lincoln, President of the United States, proclaim and declare that the Government of the United States had no knowledge, information, or belief of an intention on the part of General Hunter to issue such a proclamation; nor has it yet any authentic information that the document is genuine. And further, that neither General Hunter, nor any other commander or person, has been authorized by the Government of the United States to make a proclamation declaring the slaves of any State free; and that the supposed proclamation now in question, whether genuine or false, is altogether void so far as respects such a declaration.

I further make known that, whether it be competent for me, as commander-in-chief of the army and navy, to declare the slaves of any State or States free, and whether, at any time, in any case, it shall have become a necessity indispensable to the maintenance of the government to

exercise such supposed power, are questions which, under my responsibility, I reserve to myself, and which I cannot feel justified in leaving to the decision of commanders in the field. These are totally different questions from those of police regulations in armies and camps.

On the sixth day of March last, by special message, I recommended to Congress the adoption of a joint resolution, to be substantially as follows:

> Resolved, That the United States ought to coöperate with any State which may adopt gradual abolishment of slavery, giving to such State pecuniary aid, to be used by such State, in its discretion, to compensate for the inconvenience, public and private, produced by such change of system.

The resolution, in the language above quoted, was adopted by large majorities in both branches of Congress, and now stands an authentic, definite, and solemn proposal of the nation to the States and people most immediately interested in the subject-matter. To the people of those States I now earnestly appeal. I do not argue —I beseech you to make arguments for yourselves. You cannot, if you would, be blind to the signs of the times. I beg of you a calm and enlarged consideration of them, ranging, if it may be, far above personal and partisan politics. This proposal makes common cause for a common object, casting no reproaches upon any. It acts not the Pharisee. The change it contemplates would come gently as the dews of heaven, not rending or wrecking anything. Will you not embrace it? So much good has not been done, by one effort, in all past time, as in the provi-

dence of God it is now your high privilege to do. May the vast future not have to lament that you have neglected it.

In witness, etc.,

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Message to Congress Enclosing Draft of Bill to Compensate States that Abolish Slavery.

JULY 14, 1862.

Fellow-citizens of the Senate and House of Representatives: Herewith is a draft of a bill to compensate any State which may abolish slavery within its limits, the passage of which, substantially as presented, I respectfully and earnestly recommend.

Abraham Lincoln.

Be it enacted by the Senate and House of Representatives of the United States of America, in Congress assembled, That whenever the President of the United States shall be satisfied that any State shall have lawfully abolished slavery within and throughout such State, either immediately or gradually, it shall be the duty of the President, assisted by the Secretary of the Treasury, to prepare and deliver to such State an amount of six per cent. interest-bearing bonds of the United States equal to the aggregate value, at —— dollars per head, of all the slaves within such State as reported by the census of the year one thousand eight hundred and sixty; the whole amount for any one State to be delivered at once if the abolishment be immediate, or in equal annual instalments if it be gradual, interest to begin running on each bond at the time of its delivery, and not before.

And be it further enacted, That if any State, having

so received any such bonds, shall at any time afterward by law reintroduce or tolerate slavery within its limits, contrary to the act of abolishment upon which such bonds shall have been received, said bonds so received by said State shall at once be null and void, in whosesoever hands they may be, and such State shall refund to the United States all interest which may have been paid on such bonds.

Message to Congress on Act to Confiscate Property of Rebels, etc.

JULY 17, 1862.

Fellow-citizens of the Senate and House of Representatives: Considering the bill for "An act to suppress insurrection, to punish treason and rebellion, to seize and confiscate the property of rebels, and for other purposes," and the joint resolution explanatory of said act, as being substantially one, I have approved and signed both.

Before I was informed of the passage of the resolution, I had prepared the draft of a message stating objections to the bill becoming a law, a copy of which draft is herewith transmitted.

Abraham Lincoln.

(*Copy.*)

Fellow-citizens of the House of Representatives: I herewith return to your honorable body, in which it originated, the bill for an act entitled "An act to suppress treason and rebellion, to seize and confiscate the property of rebels, and for other purposes," together with my objections to its becoming a law.

There is much in the bill to which I perceive no objection. It is wholly prospective; and it

touches neither person nor property of any loyal citizen, in which particulars it is just and proper.

The first and second sections provide for the conviction and punishment of persons who shall be guilty of treason, and persons who shall "incite, set on foot, assist, or engage in any rebellion or insurrection against the authority of the United States, or the laws thereof, or shall give aid and comfort thereto, or shall engage in or give aid and comfort to any such existing rebellion or insurrection." By fair construction, persons within these sections are not to be punished without regular trials in duly constituted courts under the forms and all the substantial provisions of law and of the Constitution applicable to their several cases. To this I perceive no objection, especially as such persons would be within the general pardoning power, and also the special provision for pardon and amnesty contained in this act.

It is also provided that the slaves of persons convicted under these sections shall be free. I think there is an unfortunate form of expression, rather than a substantial objection, in this. It is startling to say that Congress can free a slave within a State, and yet if it were said the ownership of the slave had first been transferred to the nation, and that Congress had then liberated him, the difficulty would at once vanish. And this is the real case. The traitor against the General Government forfeits his slave at least as justly as he does any other property; and he forfeits both to the government against which he offends. The government, so far as there can be ownership, thus owns the forfeited slaves, and the question for Congress in regard to them

is, "Shall they be made free or be sold to new masters?" I perceive no objection to Congress deciding in advance that they shall be free. To the high honor of Kentucky, as I am informed, she has been the owner of some slaves by escheat, and she sold none, but liberated all. I hope the same is true of some other States. Indeed, I do not believe it would be physically possible for the General Government to return persons so circumstanced to actual slavery. I believe there would be physical resistance to it which could neither be turned aside by argument nor driven away by force. In this view I have no objection to this feature of the bill. Another matter involved in these two sections and running through other parts of the act will be noticed hereafter.

I perceive no objection to the third and fourth sections.

So far as I wish to notice the fifth and sixth sections, they may be considered together. That the enforcement of these sections would do no injustice to the persons embraced within them is clear. That those who make a causeless war should be compelled to pay the cost of it is too obviously just to be called in question. To give governmental protection to the property of persons who have abandoned it, and gone on a crusade to overthrow that same government, is absurd, if considered in the mere light of justice. The severest justice may not always be the best policy. The principle of seizing and appropriating the property of the persons embraced within these sections is certainly not very objectionable; but a justly discriminating application of it would be very difficult, and to a great extent impossible. And would it not be wise

to place a power of remission somewhere, so that these persons may know they have something to lose by persisting, and something to save by desisting? I am not sure whether such power of remission is or is not within section thirteen.

Without any special act of Congress, I think our military commanders, when, in military phrase, "they are within the enemy's country," should, in an orderly manner, seize and use whatever of real or personal property may be necessary or convenient for their commands; at the same time preserving in some way the evidence of what they do.

What I have said in regard to slaves while commenting on the first and second sections, is applicable to the ninth, with the difference that no provision is made in the whole act for determining whether a particular individual slave does or does not fall within the classes defined in that section. He is to be free upon certain conditions; but whether those conditions do or do not pertain to him, no mode of ascertaining is provided. This could be easily supplied.

To the tenth section I make no objection. The oath therein required seems to be proper, and the remainder of the section is substantially identical with a law already existing.

The eleventh section simply assumes to confer discretionary powers upon the Executive. Without this law I have no hesitation to go as far in the direction indicated as I may at any time deem expedient. And I am ready to say now, I think it is proper for our military commanders to employ as laborers as many persons of African descent as can be used to advantage.

The twelfth and thirteenth sections are some-

thing better than unobjectionable; and the fourteenth is entirely proper if all other parts of the act shall stand.

That to which I chiefly object pervades most parts of the act, but more distinctly appears in the first, second, seventh, and eighth sections. It is the sum of those provisions which results in the divesting of title forever.

For the causes of treason and the ingredients of treason not amounting to the full crime, it declares forfeiture extending beyond the lives of the guilty parties; whereas the Constitution of the United States declares that "no attainder of treason shall work corruption of blood, or forfeiture, except during the life of the person attainted." True, there seems to be no formal attainder in this case; still I think the greater punishment cannot be constitutionally inflicted in a different form for the same offense.

With great respect I am constrained to say I think this feature of the act is unconstitutional. It would not be difficult to modify it.

I may remark that this provision of the Constitution, put in language borrowed from Great Britain, applies only in this country, as I understand, to real or landed estate.

Again, this act, by proceedings *in rem,* forfeits property for the ingredients of treason, without a conviction of the supposed criminal or a personal hearing given him in any proceeding. That we may not touch property lying within our reach because we cannot give personal notice to an owner who is absent endeavoring to destroy the government is certainly not very satisfactory. Still, the owner may not be thus engaged; and I think a reasonable time should

be provided for such parties to appear and have personal hearings. Similar provisions are not uncommon in connection with proceedings *in rem.*

For the reasons stated I return the bill to the House in which it originated.

Order Authorizing Employment of "Contrabands."

JULY 22, 1862.

First. Ordered that military commanders within the States of Virginia, North Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, Texas, and Arkansas, in an orderly manner seize and use any property, real or personal, which may be necessary or convenient for their several commands, for supplies, or for other military purposes; and that while property may be destroyed for proper military objects, none shall be destroyed in wantonness or malice.

Second. That military and naval commanders shall employ as laborers, within and from said States, so many persons of African descent as can be advantageously used for military or naval purposes, giving them reasonable wages for their labor.

Third. That, as to both property and persons of African descent, accounts shall be kept sufficiently accurate and in detail to show quantities and amounts, and from whom both property and such persons shall have come, as a basis upon which compensation can be made in proper cases; and the several departments of this government

shall attend to and perform their appropriate parts toward the execution of these orders.

By order of the President:

Edwin M. Stanton, Secretary of War.

Preliminary Emancipation Proclamation.

SEPTEMBER 22, 1862.

I, Abraham Lincoln, President of the United States of America, and commander-in-chief of the army and navy thereof, do hereby proclaim and declare that hereafter, as heretofore, the war will be prosecuted for the object of practically restoring the constitutional relation between the United States and each of the States, and the people thereof, in which States that relation is or may be suspended or disturbed.

That it is my purpose, upon the next meeting of Congress, to again recommend the adoption of a practical measure tendering pecuniary aid to the free acceptance or rejection of all slave States, so called, the people whereof may not then be in rebellion against the United States, and which States may then have voluntarily adopted, or thereafter may voluntarily adopt, immediate or gradual abolishment of slavery within their respective limits; and that the effort to colonize persons of African descent with their consent upon this continent or elsewhere, with the previously obtained consent of the governments existing there, will be continued.

That on the first day of January, in the year of our Lord one thousand eight hundred and sixty-three, all persons held as slaves within any State or designated part of a State the people

whereof shall then be in rebellion against the United States, shall be then, thenceforward, and forever free; and the Executive Government of the United States, including the military and naval authority thereof, will recognize and maintain the freedom of such persons, and will do no act or acts to repress such persons, or any of them, in any efforts they may make for their actual freedom.

That the Executive will, on the first day of January aforesaid, by proclamation designate the States and parts of States, if any, in which the people thereof, respectively, shall then be in rebellion against the United States; and the fact that any State, or the people thereof, shall on that day be in good faith represented in the Congress of the United States by members chosen thereto at elections wherein a majority of the qualified voters of such State shall have participated, shall, in the absence of strong countervailing testimony, be deemed conclusive evidence that such State, and the people thereof, are not then in rebellion against the United States.

That attention is hereby called to an act of Congress entitled "An act to make an additional article of war," approved March 13, 1862, and which act is in the words and figure following:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That hereafter the following shall be promulgated as an additional article of war, for the government of the army of the United States, and shall be obeyed and observed as such:

ARTICLE —. All officers or persons in the military or naval service of the United States are prohibited from employing any of the forces under their respective commands for the purpose of returning fugitives from

service or labor who may have escaped from any persons to whom such service or labor is claimed to be due; and any officer who shall be found guilty by a court martial of violating this article shall be dismissed from the service.

SEC. 2. And be it further enacted, That this act shall take effect from and after its passage.

Also to the ninth and tenth sections of an act entitled "An act to suppress insurrection, to punish treason and rebellion, to seize and confiscate property of rebels, and for other purposes," approved July 17, 1862, and which sections are in the words and figures following:

SEC. 9. And be it further enacted, That all slaves of persons who shall hereafter be engaged in rebellion against the Government of the United States, or who shall in any way give aid or comfort thereto, escaping from such persons and taking refuge within the lines of the army; and all slaves captured from such persons or deserted by them, and coming under the control of the Government of the United States; and all slaves of such persons found *on* [or] being within any place occupied by rebel forces and afterwards occupied by the forces of the United States, shall be deemed captives of war, and shall be forever free of their servitude, and not again held as slaves.

SEC. 10. And be it further enacted, That no slave escaping into any State, Territory, or the District of Columbia, from any other State, shall be delivered up, or in any way impeded or hindered of his liberty, except for crime, or some offense against the laws, unless the person claiming said fugitive shall first make oath that the person to whom the labor or serice of such fugitive is alleged to be due is his lawful owner, and has not borne arms against the United States in the present rebellion, nor in any way given aid and comfort thereto; and no person engaged in the military or naval service of the United States shall, under any pretense whatever, assume to decide on the validity of the claim of any person to the service or labor of any other person, or

surrender up any such person to the claimant, on pain of being dismissed from the service.

And I do hereby enjoin upon and order all persons engaged in the military and naval service of the United States to observe, obey, and enforce, within their respective spheres of service, the act and sections above recited.

And the Executive will in due time recommend that all citizens of the United States who shall have remained loyal thereto throughout the rebellion shall (upon the restoration of the constitutional relation between the United States and their respective States and people, if that relation shall have been suspended or disturbed) be compensated for all losses by acts of the United States, including the loss of slaves.

In witness, etc.

Abraham Lincoln.

By the President:
William H. Seward, Secretary of State.

Final Emancipation Proclamation.

JANUARY 1, 1863.

Whereas, on the twenty-second day of September, in the year of our Lord one thousand eight hundred and sixty-two, a proclamation was issued by the President of the United States, containing, among other things, the following, to wit:

"That on the first day of January, in the year of our Lord one thousand eight hundred and sixty-three, all persons held as slaves within any State, or designated

part of a State, the people whereof shall then be in rebellion against the United States, shall be then, thenceforward, and forever free; and the Executive Government of the United States, including the military and naval authority thereof, will recognize and maintain the freedom of such persons, and will do no act or acts to repress such persons, or any of them, in any efforts they may make for their actual freedom.

"That the Executive will, on the first day of January aforesaid, by proclamation, designate the States and parts of States, if any, in which the people thereof respectively shall then be in rebellion against the United States; and the fact that any State, or the people thereof, shall on that day be in good faith represented in the Congress of the United States by members chosen thereto at elections wherein a majority of the qualified voters of such State shall have participated, shall in the absence of strong countervailing testimony be deemed conclusive evidence that such State and the people thereof are not then in rebellion against the United States."

Now, therefore, I, Abraham Lincoln, President of the United States, by virtue of the power in me vested as commander-in-chief of the army and navy of the United States, in time of actual armed rebellion against the authority and government of the United States, and as a fit and necessary war measure for suppressing said rebellion, do, on this first day of January, in the year of our Lord one thousand eight hundred and sixty-three, and in accordance with my purpose so to do, publicly proclaimed for the full period of 100 days from the day first above mentioned, order and designate as the States and parts of States wherein the people thereof, respectively, are this day in rebellion against the United States, the following, to wit:

Arkansas, Texas, Louisiana (except the parishes of St. Bernard, Plaquemines, Jefferson, St.

John, St. Charles, St. James, Ascension, Assumption, Terre Bonne, Lafourche, St. Mary, St. Martin, and Orleans, including the city of New Orleans), Mississippi, Alabama, Florida, Georgia, South Carolina, North Carolina, and Virginia (except the forty-eight counties designated as West Virginia, and also the counties of Berkeley, Accomac, Northampton, Elizabeth City, York, Princess Ann, and Norfolk, including the cities of Norfolk and Portsmouth), and which excepted parts are for the present left precisely as if this proclamation were not issued.

And by virtue of the power and for the purpose aforesaid, I do order and declare that all persons held as slaves within said designated States and parts of States are, and henceforward shall be, free; and that the Executive Government of the United States, including the military and naval authorities thereof, will recognize and maintain the freedom of said persons.

And I hereby enjoin upon the people so declared to be free to abstain from all violence, unless in necessary self-defense; and I recommend to them that, in all cases when allowed, they labor faithfully for reasonable wages.

And I further declare and make known that such persons of suitable condition will be received into the armed service of the United States to garrison forts, positions, stations, and other places, and to man vessels of all sorts in said service.

And upon this act, sincerely believed to be an act of justice, warranted by the Constitution upon military necessity, I invoke the con-

siderate judgment of mankind and the gracious favor of Almighty God.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Message to Congress on Freedmen's Aid Societies.

DECEMBER 17, 1863.

To the Senate and House of Representatives: Herewith I lay before you a letter addressed to myself by a committee of gentlemen representing the Freedmen's Aid Societies in Boston, New York, Philadelphia, and Cincinnati.

The subject of the letter, as indicated above, is one of great magnitude and importance, and one which these gentlemen of known ability and high character seem to have considered with great attention and care. Not having the time to form a mature judgment of my own as to whether the plan they suggest is the best, I submit the whole subject to Congress, deeming that their attention thereto is almost imperatively demanded.

Abraham Lincoln.

Order to Bring Back Negro Colonists from San Domingo.*

FEBRUARY 1, 1864.

Hon. Edwin M. Stanton, Secretary of War.

Sir: You are directed to have a transport (either a steam or sailing vessel, as may be

* See page 163, volume five of present edition.

deemed proper by the Quartermaster-General) sent to the colored colony established by the United States at the Island of Vache, on the coast of San Domingo, to bring back to this country such of the colonists there as desire to return. You will have the transport furnished with suitable supplies for that purpose, and detail an officer of the Quartermaster's department, who, under special instructions to be given, shall have charge of the business. The colonists will be brought to Washington unless otherwise hereafter directed, and be employed and provided for at the camps for colored persons around that city.

Those only will be brought from the island who desire to return, and their effects will be brought with them.

Abraham Lincoln.

Proclamations of Days of Thanksgiving, Fasting, and Prayer

Proclamations of Days of Thanksgiving, Fasting, and Prayer

Proclamation of a National Fast Day.

August 12, 1861.

Whereas a joint committee of both houses of Congress has waited on the President of the United States and requested him to "recommend a day of public prayer, humiliation, and fasting, to be observed by the people of the United States with religious solemnities, and the offering of fervent supplications to Almighty God for the safety and welfare of these States, his blessings on their arms, and a speedy restoration of peace":

And whereas it is fit and becoming in all people, at all times, to acknowledge and revere the supreme government of God; to bow in humble submission to his chastisements; to confess and deplore their sins and transgressions, in the full conviction that the fear of the Lord is the beginning of wisdom; and to pray with all fervency and contrition for the pardon of their past offenses, and for a blessing upon their present and prospective action:

And whereas when our own beloved country, once, by the blessing of God, united, prosperous,

and happy, is now afflicted with faction and civil war, it is peculiarly fit for us to recognize the hand of God in this terrible visitation, and in sorrowful remembrance of our own faults and crimes as a nation and as individuals, to humble ourselves before him and to pray for his mercy—to pray that we may be spared further punishment, though most justly deserved; that our arms may be blessed and made effectual for the reëstablishment of law, order, and peace throughout the wide extent of our country; and that the inestimable boon of civil and religious liberty, earned under his guidance and blessing by the labors and sufferings of our fathers, may be restored in all its original excellence:

Therefore, I, Abraham Lincoln, President of the United States, do appoint the last Thursday in September next as a day of humiliation, prayer, and fasting for all the people of the nation. And I do earnestly recommend to all the people, and especially to all ministers and teachers of religion, of all denominations, and to all heads of families, to observe and keep that day, according to their several creeds and modes of worship, in all humility and with all religious solemnity, to the end that the united prayer of the nation may ascend to the Throne of Grace, and bring down plentiful blessings upon our country.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

On February 19, 1862, President Lincoln issued a proclamation ordering the celebration of the forthcoming anniversary of WASHINGTON'S BIRTHDAY, by

the public reading of Washington's "immortal farewell address."

Proclamation Recommending Thanksgiving for Victories.

APRIL 10, 1862.

BY THE PRESIDENT OF THE UNITED STATES OF AMERICA.

A Proclamation.

It has pleased Almighty God to vouchsafe signal victories to the land and naval forces engaged in suppressing an internal rebellion, and at the same time to avert from our country the dangers of foreign intervention and invasion:

It is therefore recommended to the people of the United States that, at their next weekly assemblages in their accustomed places of public worship which shall occur after notice of this proclamation shall have been received, they especially acknowledge and render thanks to our Heavenly Father for these inestimable blessings; that they then and there implore spiritual consolation in behalf of all who have been brought into affliction by the casualties and calamities of sedition and civil war; and that they reverently invoke the divine guidance for our national counsels, to the end that they may speedily result in the restoration of peace, harmony, and unity throughout our borders, and hasten the establishment of fraternal relations among all the countries of the earth.

In witness, etc. Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation of a National Fast-Day.

MARCH 30, 1863.

Whereas, the Senate of the United States, devoutly recognizing the supreme authority and just government of Almighty God in all the affairs of men and of nations, has by a resolution requested the President to designate and set apart a day for national prayer and humiliation:

And whereas, it is the duty of nations as well as of men to own their dependence upon the overruling power of God; to confess their sins and transgressions in humble sorrow, yet with assured hope that genuine repentance will lead to mercy and pardon; and to recognize the sublime truth, announced in the Holy Scriptures and proven by all history, that those nations only are blessed whose God is the Lord:

And insomuch as we know that by his divine law nations, like individuals, are subjected to punishments and chastisements in this world, may we not justly fear that the awful calamity of civil war which now desolates the land may be but a punishment inflicted upon us for our presumptuous sins, to the needful end of our national reformation as a whole people? We have been the recipients of the choicest bounties of Heaven. We have been preserved, these many years, in peace and prosperity. We have grown in numbers, wealth, and power as no other nation has ever grown; but we have forgotten God. We have forgotten the gracious hand which preserved us in peace, and multiplied and enriched and strengthened us; and we have vainly imagined, in the deceitfulness of our hearts, that all these blessings were produced by some superior

wisdom and virtue of our own. Intoxicated with unbroken success, we have become too self-sufficient to feel the necessity of redeeming and preserving grace, too proud to pray to the God that made us:

It behooves us, then, to humble ourselves before the offended Power, to confess our national sins, and to pray for clemency and forgiveness:

Now, therefore, in compliance with the request, and fully concurring in the views, of the Senate, I do by this my proclamation designate and set apart Thursday, the 30th day of April, 1863, as a day of national humiliation, fasting, and prayer. And I do hereby request all the people to abstain on that day from their ordinary secular pursuits, and to unite at their several places of public worship and their respective homes in keeping the day holy to the Lord, and devoted to the humble discharge of the religious duties proper to that solemn occasion. All this being done in sincerity and truth, let us then rest humbly in the hope authorized by the divine teachings, that the united cry of the nation will be heard on high, and answered with blessings no less than the pardon of our national sins, and the restoration of our now divided and suffering country to its former happy condition of unity and peace.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Announcement of News From Gettysburg.

Washington, July 4, 10.30 a. m.

The President announces to the country that news from the Army of the Potomac, up to 10 p. m. of the 3d, is such as to cover that army with the highest honor, to promise a great success to the cause of the Union, and to claim the condolence of all for the many gallant fallen; and that for this he especially desires that on this day He whose will, not ours, should ever be done be everywhere remembered and reverenced with profoundest gratitude.

A. Lincoln.

Proclamation for Thanksgiving.

July 15, 1863.

It has pleased Almighty God to hearken to the supplications and prayers of an afflicted people, and to vouchsafe to the army and navy of the United States victories on land and on the sea so signal and so effective as to furnish reasonable grounds for augmented confidence that the union of these States will be maintained, their Constitution preserved, and their peace and prosperity permanently restored. But these victories have been accorded not without sacrifices of life, limb, health, and liberty, incurred by brave, loyal, and patriotic citizens. Domestic affliction in every part of the country follows in the train of these fearful bereavements. It is meet and right to recognize and confess the presence of the Almighty Father, and the power of his hand equally in these triumphs and in these sorrows.

Now, therefore, be it known that I do set apart Thursday, the 6th day of August next, to be observed as a day for national thanksgiving, praise, and prayer, and I invite the people of the United States to assemble on that occasion in their customary places of worship, and, in the forms approved by their own consciences, render the homage due to the Divine Majesty for the wonderful things he has done in the nation's behalf, and invoke the influence of his Holy Spirit to subdue the anger which has produced and so long sustained a needless and cruel rebellion, to change the hearts of the insurgents, to guide the counsels of the government with wisdom adequate to so great a national emergency, and to visit with tender care and consolation throughout the length and breadth of our land all those who, through the vicissitudes of marches, voyages, battles, and sieges have been brought to suffer in mind, body, or estate, and finally to lead the whole nation through the paths of repentance and submission to the Divine Will back to the perfect enjoyment of union and fraternal peace.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation for Thanksgiving.

October 3, 1863.

The year that is drawing toward its close has been filled with the blessings of fruiful fields and healthful skies. To these bounties, which are

so constantly enjoyed that we are prone to forget the source from which they come, others have been added, which are of so extraordinary a nature that they cannot fail to penetrate and soften the heart which is habitually insensible to the ever-watchful providence of almighty God.

In the midst of a civil war of unequaled magnitude and severity, which has sometimes seemed to foreign states to invite and provoke their aggressions, peace has been preserved with all nations, order has been maintained, the laws have been respected and obeyed, and harmony has prevailed everywhere, except in the theater of military conflict; while that theater has been greatly contracted by the advancing armies and navies of the Union.

Needful diversions of wealth and of strength from the fields of peaceful industry to the national defense have not arrested the plow, the shuttle, or the ship; the ax has enlarged the borders of our settlements, and the mines, as well of iron and coal as of the precious metals, have yielded even more abundantly than heretofore. Population has steadily increased, notwithstanding the waste that has been made in the camp, the siege, and the battle-field, and the country, rejoicing in the consciousness of augmented strength and vigor, is permitted to expect continuance of years with large increase of freedom.

No human counsel hath devised, nor hath any mortal hand worked out these great things. They are the gracious gifts of the most high God, who, while dealing with us in anger for our sins, hath nevertheless remembered mercy.

It has seemed to me fit and proper that they

should be solemnly, reverently, and gratefully acknowledged as with one heart and one voice by the whole American people. I do, therefore, invite my fellow-citizens in every part of the United States, and also those who are at sea and those who are sojourning in foreign lands, to set apart and observe the last Thursday of November next as a day of thanksgiving and praise to our beneficent Father who dwelleth in the heavens. And I recommend to them that, while offering up the ascriptions justly due to him for such singular deliverances and blessings, they do also, with humble penitence for our national perverseness and disobedience, commend to his tender care all those who have become widows, orphans, mourners, or sufferers in the lamentable civil strife in which we are unavoidably engaged, and fervently implore the interposition of the almighty hand to heal the wounds of the nation, and to restore it, as soon as may be consistent with the Divine purposes, to the full enjoyment of peace, harmony, tranquility, and union.

In testimony, etc.

A. Lincoln.

By the President:

William H. Seward, Secretary of State.

Recommendation of Thanksgiving for Union Success in East Tennessee.

DECEMBER 7, 1863.

Reliable information being received that the insurgent force is retreating from East Tennessee, under circumstances rendering it probable

that the Union forces cannot hereafter be dislodged from that important position, and esteeming this to be of high national consequence, I recommend that all loyal people do, on receipt of this information, assemble at their places of worship and render special homage and gratitude to almighty God for this great advancement of the national cause.

A. Lincoln.

Recommendation of Thanksgiving.

May 9, 1864.

To the Friends of Union and Liberty: Enough is known of army operations within the last five days to claim an especial gratitude to God, while what remains undone demands our most sincere prayers to, and reliance upon, him without whom all human effort is vain. I recommend that all patriots, at their homes, in their places of public worship, and wherever they may be, unite in common thanksgiving and prayer to almighty God.

Abraham Lincoln.

Proclamation for a Day of Prayer.

July 7, 1864.

By the President of the United States of America.

A Proclamation.

Whereas the Senate and House of Representatives, at their last session, adopted a con-

current resolution, which was approved on the second day of July instant, and which was in the words following, namely:

That the President of the United States be requested to appoint a day for humiliation and prayer by the people of the United States; that he request his constitutional advisers at the head of the executive departments to unite with him as chief magistrate of the nation, at the city of Washington, and the members of Congress, and all magistrates, all civil, military, and naval officers, all soldiers, sailors, and marines, with all loyal and law-abiding people, to convene at their usual places of worship, or wherever they may be, to confess and to repent of their manifold sins; to implore the compassion and forgiveness of the Almighty, that, if consistent with his will, the existing rebellion may be speedily suppressed, and the supremacy of the Constitution and laws of the United States may be established throughout all the States; to implore him, as the supreme ruler of the world, not to destroy us as a people, nor suffer us to be destroyed by the hostility or the connivance of other nations, or by obstinate adhesion to our own counsels which may be in conflict with his eternal purposes, and to implore him to enlighten the mind of the nation to know and do his will, humbly believing that it is in accordance with his will that our place should be maintained as a united people among the family of nations; to implore him to grant to our armed defenders and the masses of the people that courage, power of resistance, and endurance necessary to secure that result; to implore him in his infinite goodness to soften the hearts, enlighten the minds, and quicken the consciences of those in rebellion, that they may lay down their arms and speedily return to their allegiance to the United States, that they may not be utterly destroyed, that the effusion of blood may be stayed, and that unity and fraternity may be restored, and peace established throughout all our borders:

Now, therefore, I, Abraham Lincoln, President of the United States, cordially concurring with the Congress of the United States in the

penitential and pious sentiments expressed in the aforesaid resolutions, and heartily approving of the devotional design and purpose thereof, do hereby appoint the first Thursday of August next to be observed by the people of the United States as a day of national humiliation and prayer.

I do hereby further invite and request the heads of the executive departments of this government, together with all legislators, all judges and magistrates, and all other persons exercising authority in the land, whether civil, military, or naval, and all soldiers, seamen, and marines in the national service, and all the other loyal and law-abiding people of the United States, to assemble in their preferred places of public worship on that day, and there and then to render to the Almighty and merciful Ruler of the universe such homages and such confessions, and to offer to him such supplications, as the Congress of the United States have, in their aforesaid resolution, so solemnly, so earnestly, and so reverently recommended.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation of Thanksgiving.

SEPTEMBER 3, 1864.

The signal success that divine Providence has recently vouchsafed to the operations of the United States fleet and army in the harbor of Mobile, and the reduction of Fort Powell, Fort

Gaines, and Fort Morgan, and the glorious achievements of the army under Major-General Sherman, in the State of Georgia, resulting in the capture of the city of Atlanta, call for devout acknowledgment to the Supreme Being in whose hands are the destinies of nations. It is therefore requested that on next Sunday, in all places of worship in the United States, thanksgiving be offered to him for his mercy in preserving our national existence against the insurgent rebels who have been waging a cruel war against the Government of the United States for its overthrow; and also that prayer be made for divine protection to our brave soldiers and their leaders in the field, who have so often and so gallantly periled their lives in battling with the enemy; and for blessings and comfort from the Father of mercies to the sick, wounded, and prisoners, and to the orphans and widows of those who have fallen in the service of their country, and that he will continue to uphold the Government of the United States against all the efforts of public enemies and secret foes.

Abraham Lincoln.

Proclamation of Thanksgiving.

OCTOBER 20, 1864.

It has pleased almighty God to prolong our national life another year, defending us with his guardian care against unfriendly designs from abroad, and vouchsafing to us in his mercy many and signal victories over the enemy, who is of our own household. It has also pleased our heavenly Father to favor as well our citizens

in their homes as our soldiers in their camps, and our sailors on the rivers and seas, with unusual health. He has largely augmented our free population by emancipation and by immigration, while he has opened to us new sources of wealth, and has crowned the labor of our working-men in every department of industry with abundant rewards. Moreover, he has been pleased to animate and inspire our minds and hearts with fortitude, courage, and resolution sufficient for the great trial of civil war into which we have been brought by our adherence as a nation to the cause of freedom and humanity, and to afford to us reasonable hopes of an ultimate and happy deliverance from all our dangers and afflictions.

Now, therefore, I, Abraham Lincoln, President of the United States, do hereby appoint and set apart the last Thursday of November next as a day which I desire to be observed by all my fellow-citizens, wherever they may then be, as a day of thanksgiving and praise to almighty God, the beneficent Creator and Ruler of the universe. And I do further recommend to my fellow-citizens aforesaid, that on that occasion they do reverently humble themselves in the dust, and from thence offer up penitent and fervent prayers and supplications to the great Disposer of events for a return of the inestimable blessings of peace, union, and harmony throughout the land which it has pleased him to assign as a dwelling-place for ourselves and for our posterity throughout all generations.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamations, Messages, and General Military Orders Relating to the Conduct of the War

Proclamations, Messages, and General Military Orders Relating to the Conduct of the War

Cabinet Conference on Provisioning Fort Sumter.

(*Sent to each member of the Cabinet.*)

March 15, 1861.

My dear Sir: Assuming it to be possible to now provision Fort Sumter, under all the circumstances is it wise to attempt it? Please give me your opinion in writing on this question.

Your obedient servant,

A. Lincoln.

In response to this note William H. Seward, Secretary of State, renders a negative answer in a long opinion, the substance of which is summed up in the concluding paragraph:

"I may be asked whether I would in no case, and at no time, advise force—whether I propose to give up everything? I reply, no. I would not initiate war to regain a useless and unnecessary position on the soil of the seceding States. I would not provoke war in any way now. I would resort to force to protect the collection of the revenue, because this is a necessary as well as a legitimate minor object. Even then it should be only a naval force that I would employ for that neces-

sary purpose, while I would defer military action on land until a case should arise when we would hold the defense. In that case we should have the spirit of the country and the approval of mankind on our side. In the other, we should imperil peace and union, because we had not the courage to practise prudence and moderation at the cost of temporary misapprehension. If this counsel seems to be impassive and even unpatriotic, I console myself by the reflection that it is such as Chatham gave to his country under circumstances not widely different."

Salmon P. Chase, Secretary of the Treasury, renders an affirmative answer, which he bases upon the statements of military authorities, that, if the attempt to provision included an attempt to reënforce, the possibility of success amounted to a reasonable degree of probability. The Secretary adds:

"The probable political effects of the measure allow room for much fair difference of opinion; and I have not reached my own conclusion without serious difficulty.

"If the attempt will so inflame civil war as to involve an immediate necessity for the enlistment of armies and the expenditure of millions, I cannot advise it in the existing circumstances of the country and in the present condition of the national finances.

"But it seems to me highly improbable that the attempt, especially if accompanied or immediately followed by a proclamation setting forth a liberal and generous yet firm policy toward the disaffected States, in harmony with the principles of the inaugural address, will produce such consequences; while it cannot be doubted that in maintaining a port belonging to the United States and in supporting the officers and men engaged in the regular course of service in its defense, the Federal Government exercises a clear right and, under all ordinary circumstances, performs a plain duty."

Simon Cameron, Secretary of War, returns a negative answer to the query. He recites opinions of military authorities pro and con as to the feasibility of the project, but with the preponderance of opinion in the negative. He says that all the officers within Fort Sumter, together with Generals Scott and Totten, have

expressed the opinion, that it would be impossible to succor Fort Sumter substantially, if at all, without capturing, by means of a large expedition of ships of war and troops (at least twenty-five thousand men), all the opposing batteries of South Carolina. A month before the relief would have been practicable, now Fort Moultrie is re-armed and strengthened in every way; many new hand batteries have been constructed, the principal channel has been obstructed; in short the difficulty of reënforcement has been increased ten, even twenty fold. In favor of the proposition he mentions the project of Gustavus V. Fox, Assistant Secretary of the navy, formerly connected with the Coast Survey and familiar with Charleston harbor. "Mr. Fox," he says, "has proposed to make the attempt to supply the fort by aid of cutters of light draught and large dimensions, but he does not suppose, or propose, or profess to believe that provisions for more than one or two months could be furnished at a time." Now Sumter could not now contend against these formidable adversaries if filled with provisions and men. That fortress was intended to repel an invading foe. The range of her guns is too limited to reach the city of Charleston. No practicable benefit would result to country or government by accepting such a proposal.

Gideon Welles, Secretary of the Navy, returns a negative answer. He says that the wisdom of the enterprise in this military aspect has been questioned by experts. In a political view the relief of the fort was inexpedient. The public mind has concluded that the fort is to be evacuated and is becoming reconciled to this prospect. To provision Fort Sumter would be to precipitate war, and he is not prepared to advise a plan that would provoke hostilities in event of success, and to incur untold disaster in event of failure.

Caleb B. Smith, Secretary of the Interior, gives an opinion similar to that of Welles. He says: "If the evacuation of Fort Sumter could be regarded as an acknowledgment by the government of its inability to enforce the laws, I should without hesitation advise that it should be held without regard to the sacrifices which its retention might impose. I do not believe, however, that the abandonment of the fort would imply such an acknowledgment on the part of the government. There

are other means by which the power and the honor of the government may be vindicated, and which would, in my judgment, be much more effective to compel the people of South Carolina to render obedience to the laws, and which would at the same time avoid the sacrifice of life which must result from a conflict under the walls of the fort."

Montgomery Blair, Postmaster-General, renders an opinion strongly affirmative. He says:

"The evacuation of Fort Sumter, when it is known that it can be provisioned and manned, will convince the rebels that the administration lacks firmness, and will, therefore, tend more than any event that has happened to embolden them; and so far from tending to prevent collision, will insure it unless all the other forts are evacuated, and all attempts are given up to maintain the authority of the United States.

"Mr. Buchanan's policy has, I think, rendered collision almost inevitable, and a continuance of that policy will not only bring it about, but will go far to produce a permanent division of the Union.

"This is manifestly the public judgment, which is much more to be relied on than that of any individual. I believe Fort Sumter may be provisioned and relieved by Captain Fox with little risk; and General Scott's opinion, that with its war complement [*of 650 men*] there is no force in South Carolina which can take it, renders it almost certain that it will not then be attempted. This would completely demoralize the rebellion. The impotent rage of the rebels, and the outburst of patriotic feeling which would follow this achievement, would initiate a reactionary movement throughout the South which would speedily overwhelm the traitors. No expense or care should, therefore, be spared to achieve this success.

"The appreciation of our stocks will pay for the most lavish outlay to make it one.

"Nor will the result be materially different to the nation if the attempt fails, and its gallant leader and followers are lost. It will in any event vindicate the hardy courage of the North, and the determination of the people and their President to maintain the authority of the government; and this is all that is wanting, in my judgment, to restore it."

Edward Bates, Attorney-General, advises against the project, preferring that South Carolina have the odium before the world of beginning a conflict which would inevitably degenerate into a servile war of unspeakable horrors. Besides, in such a contest, Charleston was comparatively insignificant; "the real struggle will be at the Mississippi, for it is not politically possible for any foreign power to hold the mouth of that river against the people of the middle and upper valley."

In a MESSAGE TO THE SENATE, sent March 26, 1861, the President refuses the request of that body, made March 25, 1861, that he submit to it the DESPATCHES of MAJOR ANDERSON from Fort Sumter to the War Department. "At the present moment," he says, "the publication would be inexpedient."

On March 29, 1861, President Lincoln called a Cabinet meeting to determine the question of sending an EXPEDITION TO RELIEVE FORT SUMTER. The Secretary of War and the Postmaster-General failed to render an opinion. Of those submitted, that of Mr. Seward, Secretary of State, was alone in the negative. As a result Captain Fox's proposition (see page 171, present volume) was accepted. By April 1 the President had sent the proper orders for fitting out the expedition.

Proclamation Calling 75,000 Militia, and Convening Congress in Extra Session.

APRIL 15, 1861.

Whereas the laws of the United States have been for some time past and now are opposed, and the execution thereof obstructed, in the States of South Carolina, Georgia, Alabama, Florida, Mississippi, Louisiana, and Texas, by combinations too powerful to be suppressed by the ordinary course of judicial proceedings, or by the powers vested in the marshals by law:

Now, therefore, I, Abraham Lincoln, President of the United States, in virtue of the power

in me vested by the Constitution and the laws,* have thought fit to call forth, and hereby do call forth the militia of the several States of the Union, to the aggregate number of seventy-five thousand, in order to suppress said combinations, and to cause the laws to be duly executed.

The details for this object will be immediately communicated to the State authorities through the War Department.

I appeal to all loyal citizens to favor, facilitate, and aid this effort to maintain the honor, the integrity, and the existence of our National Union, and the perpetuity of popular government; and to redress wrongs already long enough endured.

I deem it proper to say that the first service assigned to the forces hereby called forth will probably be to repossess the forts, places, and property which have been seized from the Union; and in every event the utmost care will be observed, consistently with the objects aforesaid, to avoid any devastation, any destruction of or interference with property, or any disturbance of peaceful citizens in any part of the country.

And I hereby command the persons composing the combinations aforesaid to disperse and retire peacefully to their respective abodes within twenty days from date.

Deeming that the present condition of public affairs presents an extraordinary occasion, I do hereby, in virtue of the power in me vested by the Constitution, convene both Houses of Congress. Senators and Representatives are there-

* The Act of 1795, which authorized the use of the militia only "until the expiration of thirty days after the commencement of the then next session of Congress."

fore summoned to assemble at their respective chambers at twelve o'clock noon, on Thursday, the fourth day of July next, then and there to consider and determine such measures as, in their wisdom, the public safety and interest may seem to demand.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation of Blockade in South Carolina, Georgia, Alabama, Florida, Mississippi, Louisiana, and Texas.

April 19, 1861.

Whereas an insurrection against the government of the United States has broken out in the States of South Carolina, Georgia, Alabama, Florida, Mississippi, Louisiana, and Texas, and the laws of the United States for the collection of the revenue cannot be effectually executed therein conformably to that provision of the Constitution which requires duties to be uniform throughout the United States:

And whereas a combination of persons engaged in such insurrection have threatened to grant pretended letters of marque to authorize the bearers thereof to commit assaults on the lives, vessels, and property of good citizens of the country lawfully engaged in commerce on the high seas, and in waters of the United States:*

* On April 17, 1861, Jefferson Davis had issued a proclamation inviting application for letters of marque and reprisal, permitting

And whereas an executive proclamation has been already issued requiring the persons engaged in these disorderly proceedings to desist therefrom, calling out a militia force for the purpose of repressing the same, and convening Congress in extraordinary session to deliberate and determine thereon:

Now, therefore, I, Abraham Lincoln, President of the United States, with a view to the same purposes before mentioned, and to the protection of the public peace, and the lives and property of quiet and orderly citizens pursuing their lawful occupations, until Congress shall have assembled and deliberated on the said unlawful proceedings, or until the same shall have ceased, have further deemed it advisable to set on foot a blockade of the ports within the States aforesaid, in pursuance of the laws of the United States, and of the law of nations in such case provided. For this purpose a competent force will be posted so as to prevent entrance and exit of vessels from the ports aforesaid. If, therefore, with a view to violate such blockade, a vessel shall approach or shall attempt to leave either of the said ports, she will be duly warned by the commander of one of the blockading vessels, who will indorse on her register the fact and date of such warning, and if the same vessel shall again attempt to enter or leave the blockaded port, she will be captured and sent to the nearest convenient port, for such proceedings against her and her cargo, as prize, as may be deemed advisable.

And I hereby proclaim and declare that if

depredations on commerce of the United States "under the seal of these Confederate States."

any person, under the pretended authority of the said States, or under any other pretense, shall molest a vessel of the United States, or the persons or cargo on board of her, such person will be held amenable to the laws of the United States for the prevention and punishment of piracy.

In witness, etc.

Abraham Lincoln.

By the President:
William H. Seward, Secretary of State.

On April 27, 1861, President Lincoln made a supplementary proclamation extending the blockade to the ports of VIRGINIA and NORTH CAROLINA, Virginia having passed an ordinance of secession on April 17, 1861, and Governor Ellis of North Carolina having on April 22, 1861, seized Fayetteville arsenal, and, on April 24, 1861, placed his military force at the disposal of the Confederacy.

The blockade was raised by proclamation at Beaufort, N. C., Port Royal, S. C., and New Orleans, La., May 12, 1862; at Alexandria, Va., September 24, 1863; at Brownsville, Texas, February 18, 1864; at Norfolk, Va., Fernandina and Pensacola, Fla., November 19, 1864. It was reimposed on Brownsville, Texas, April 11, 1865.

Proclamation Calling for 42,034 Volunteers, and an Increase in Regular Army and Navy Forces.

MAY 3, 1861.

Whereas existing exigencies demand immediate and adequate measures for the protection of the National Constitution and the preservation of the National Union by the suppression of the insurrectionary combinations now existing in several States for opposing the laws of

the Union and obstructing the execution thereof, to which end a military force, in addition to that called forth by my proclamation of the fifteenth day of April in the present year, appears to be indispensably necessary:

Now, therefore, I, Abraham Lincoln, President of the United States and Commander-in-Chief of the Army and Navy thereof, and of the Militia of the several States when called into actual service, do hereby call into the service of the United States forty-two thousand and thirty-four volunteers, to serve for the period of three years unless sooner discharged, and to be mustered into service as infantry and cavalry. The proportions of each arm and the details of enrollment and organization will be made known through the Department of War.

And I also direct that the regular army of the United States be increased by the addition of eight regiments of infantry, one regiment of cavalry, and one regiment of artillery, making altogether a maximum aggregate increase of twenty-two thousand seven hundred and fourteen officers and enlisted men, the details of which increase will also be made known through the Department of War.

And I further direct the enlistment for not less than one nor more than three years, of eighteen thousand seamen, in addition to the present force, for the naval service of the United States. The details of the enlistment and organization will be made known through the Department of the Navy.

The call for volunteers hereby made, and the direction for the increase in the regular army, and for the enlistment of seamen, hereby given,

together with the plan of organization adopted for the volunteers and for the regular forces hereby authorized, will be submitted to Congress as soon as assembled.

In the mean time I earnestly invoke the co-operation of all good citizens in the measures hereby adopted for the effectual suppression of unlawful violence, for the impartial enforcement of constitutional laws, and for the speediest possible restoration of peace and order, and, with these, of happiness and prosperity, throughout the country.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation Concerning the Florida Keys.

On May 10, 1861, President Lincoln issued a PROCLAMATION SUSPENDING THE WRIT OF HABEAS CORPUS ON THE FLORIDA KEYS, and authorizing the commander of the United States forces there "to remove from the vicinity of the United States fortresses all dangerous or suspected persons."

Memoranda of Military Policy Suggested by the Bull Run Defeat.

JULY 23, AND 27, 1861.

(July 23, 1861.)

1. Let the plan for making the blockade effective be pushed forward with all possible despatch.

2. Let the volunteer forces at Fort Monroe

and vicinity under General Butler be constantly drilled, disciplined, and instructed without more for the present.

3. Let Baltimore be held as now, with a gentle but firm and certain hand.

4. Let the force now under Patterson or Banks be strengthened and made secure in its position.

5. Let the forces in Western Virginia act till further orders according to instructions or orders from General McClellan.

6. [Let] General Frémont push forward his organization and operations in the West as rapidly as possible, giving rather special attention to Missouri.

7. Let the forces late before Manassas, except the three-months men, be reorganized as rapidly as possible in their camps here and about Arlington.

8. Let the three-months forces who decline to enter the longer service be discharged as rapidly as circumstances will permit.

9. Let the new volunteer forces be brought forward as fast as possible, and especially into the camps on the two sides of the river here.

(July 27, 1861.)

When the foregoing shall have been substantially attended to:

1. Let Manassas Junction (or some point on one or other of the railroads near it) and Strasburg be seized and permanently held, with an open line from Washington to Manassas, and an open line from Harper's Ferry to Strasburg—the military men to find the way of doing these.

2. This done, a joint movement from Cairo on Memphis, and from Cincinnati on East Tennessee.

In Re Baltimore Police Commissioners.

In a MESSAGE TO THE HOUSE OF REPRESENTATIVES, sent July 27, 1861, the President refuses, on the ground of incompatibility with public interest, to grant the House's request of July 24, 1861, for information concerning the arrest and imprisonment in Fort McHenry of the BALTIMORE POLICE COMMISSIONERS.

Proclamation Forbidding Intercourse with Rebel States.

AUGUST 16, 1861.

Whereas on the fifteenth day of April, eighteen hundred and sixty-one, the President of the United States, in view of an insurrection against the laws, Constitution, and government of the United States which had broken out within the States of South Carolina, Georgia, Alabama, Florida, Mississippi, Louisiana, and Texas, and in pursuance of the provisions of the act entitled "An act to provide for calling forth the militia to execute the laws of the Union, suppress insurrections, and repel invasions, and to repeal the act now in force for that purpose," approved February twenty-eighth, seventeen hundred and ninety-five, did call forth the militia to suppress said insurrection, and to cause the laws of the Union to be duly executed, and the insurgents have failed to disperse by the time directed by the President; and whereas, such insurrection has since broken out and yet exists

within the States of Virginia, North Carolina, Tennessee, and Arkansas; and whereas, the insurgents in all the said States claim to act under the authority thereof, and such claim is not disclaimed or repudiated by the persons exercising the functions of government in such State or States, or in the part or parts thereof in which such combinations exist, nor has such insurrection been suppressed by said States:

Now, therefore, I, Abraham Lincoln, President of the United States, in pursuance of an act of Congress approved July thirteen, eighteen hundred and sixty-one, do hereby declare that the inhabitants of the said States of Georgia, South Carolina, Virginia, North Carolina, Tennessee, Alabama, Louisiana, Texas, Arkansas, Mississippi, and Florida (except the inhabitants of that part of the State of Virginia lying west of the Alleghany Mountains, and of such other parts of that State, and the other States hereinbefore named, as may maintain a loyal adhesion to the Union and the Constitution, or may be from time to time occupied and controlled by forces of the United States engaged in the dispersion of said insurgents), are in a state of insurrection against the United States, and that all commercial intercourse between the same and the inhabitants thereof, with the exceptions aforesaid, and the citizens of other States and other parts of the United States, is unlawful, and will remain unlawful until such insurrection shall cease or has been suppressed; that all goods and chattels, wares and merchandise, coming from any of said States, with the exceptions aforesaid, into other parts of the United States, without the special license and permission of the

President, through the Secretary of the Treasury, or proceeding to any of said States, with the exceptions aforesaid, by land or water, together with the vessel or vehicle conveying the same, or conveying persons to or from said States, with said exceptions, will be forfeited to the United States; and that from and after fifteen days from the issuing of this proclamation all ships and vessels belonging in whole or in part to any citizen or inhabitant of any of said States, with said exceptions, found at sea, or in any port of the United States, will be forfeited to the United States; and I hereby enjoin upon all district attorneys, marshals, and officers of the revenue and of the military and naval forces of the United States to be vigilant in the execution of said act, and in the enforcement of the penalties and forfeitures imposed or declared by it; leaving any party who may think himself aggrieved thereby to his application to the Secretary of the Treasury for the remission of any penalty or forfeiture, which the said secretary is authorized by law to grant if, in his judgment, the special circumstances of any case shall require such remission.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Memorandum for a Plan of Campaign.

About October 1, 1861.

On or about the 5th of October (the exact date to be determined hereafter) I wish a move-

ment made to seize and hold a point on the railroad connecting Virginia and Tennessee near the mountain-pass called Cumberland Gap. That point is now guarded against us by Zollicoffer, with 6000 or 8000 rebels at Barboursville, Ky.,—say twenty-five miles from the Gap, toward Lexington. We have a force of 5000 or 6000 under General Thomas, at Camp Dick Robinson, about twenty-five miles from Lexington and seventy-five from Zollicoffer's camp, on the road between the two. There is not a railroad anywhere between Lexington and the point to be seized, and along the whole length of which the Union sentiment among the people largely predominates. We have military possession of the railroad from Cincinnati to Lexington, and from Louisville to Lexington, and some home guards, under General Crittenden, are on the latter line. We have possession of the railroad from Louisville to Nashville, Tenn., so far as Muldraugh's Hill, about forty miles, and the rebels have possession of that road all south of there. At the Hill we have a force of 8000, under General Sherman, and about an equal force of rebels is a very short distance south, under General Buckner.

We have a large force at Paducah, and a smaller at Fort Holt, both on the Kentucky side, with some at Bird's Point, Cairo, Mound City, Evansville, and New Albany, all on the other side, and all which, with the gun-boats on the river, are perhaps sufficient to guard the Ohio from Louisville to its mouth.

About supplies of troops, my general idea is that all from Wisconsin, Minnesota, Iowa, Illinois, Missouri, and Kansas, not now elsewhere,

be left to Frémont. All from Indiana and Michigan, not now elsewhere, be sent to Anderson at Louisville. All from Ohio needed in western Virginia be sent there, and any remainder be sent to Mitchel at Cincinnati, for Anderson. All east of the mountains be appropriated to McClellan and to the coast.

As to movements, my idea is that the one for the coast and that on Cumberland Gap be simultaneous, and that in the mean time preparation, vigilant watching, and the defensive only be acted upon; this, however, not to apply to Frémont's operations in northern and middle Missouri. That before these movements Thomas and Sherman shall respectively watch but not attack Zollicoffer and Buckner. That when the coast and Gap movements shall be ready Sherman is merely to stand fast, while all at Cincinnati and all at Louisville, with all on the line, concentrate rapidly at Lexington, and thence to Thomas's camp, joining him, and the whole thence upon the Gap. It is for the military men to decide whether they can find a pass through the mountains at or near the Gap which cannot be defended by the enemy with a greatly inferior force, and what is to be done in regard to this.

The coast and Gap movements made, Generals McClellan and Frémont, in their respective departments, will avail themselves of any advantages the diversions may present.

President's General War Order No. 1.

JANUARY 27, 1862.

Ordered, That the 22d day of February, 1862, be the day for a general movement of all the land and naval forces of the United States against the insurgent forces. That especially the army at and about Fortress Monroe; the Army of the Potomac; the Army of Western Virginia; the army near Munfordville, Kentucky; the army and flotilla at Cairo, and a naval force in the Gulf of Mexico, be ready to move on that day.

That all other forces, both land and naval, with their respective commanders, obey existing orders for the time, and be ready to obey additional orders when duly given.

That the heads of departments, and especially the Secretaries of War and of the Navy, with all their subordinates, and the general-in-chief, with all other commanders and subordinates of land and naval forces, will severally be held to their strict and full responsibilities for prompt execution of this order.

Abraham Lincoln.

President's Special War Order No. 1.

JANUARY 31, 1862.

Ordered, That all the disposable force of the Army of the Potomac, after providing safely for the defense of Washington, be formed into an expedition for the immediate object of seizing and occupying a point upon the railroad south-

westward of what is known as Manassas Junction, all details to be in the discretion of the commander-in-chief, and the expedition to move before or on the 22d day of February next.

Abraham Lincoln.

Amnesty to Political Prisoners.

FEBRUARY 14, 1862.

The breaking out of a formidable insurrection, based on a conflict of political ideas, being an event without precedent in the United States, was necessarily attended by great confusion and perplexity of the public mind. Disloyalty, before unsuspected, suddenly became bold, and treason astonished the world by bringing at once into the field military forces superior in numbers to the standing army of the United States.

Every department of the government was paralyzed by treason. Defection appeared in the Senate, in the House of Representatives, in the Cabinet, in the Federal courts; ministers and consuls returned from foreign countries to enter the insurrectionary councils, or land or naval forces; commanding and other officers of the army and in the navy betrayed the councils or deserted their posts for commands in the insurgent forces. Treason was flagrant in the revenue and in the post-office service, as well as in the Territorial governments and in the Indian reserves.

Not only governors, judges, legislators, and ministerial officers in the States, but even whole States, rushed, one after another, with apparent unanimity, into rebellion. The capital was besieged, and its connection with all the States cut off.

Even in the portions of the country which were most loyal, political combinations and secret societies were formed, furthering the work of disunion; while, from motives of disloyalty or cupidity, or from excited passions or perverted sympathies, individuals were found furnishing men, money, and materials of war and supplies to the insurgents' military and naval forces. Armies, ships, fortifications, navy-yards, arsenals,

military posts and garrisons, one after another were betrayed or abandoned to the insurgents.

Congress had not anticipated and so had not provided for the emergency. The municipal authorities were powerless and inactive. The judicial machinery seemed as if it had been designed not to sustain the government, but to embarrass and betray it.

Foreign intervention, openly invited and industriously instigated by the abettors of the insurrection, became imminent, and has only been prevented by the practice of strict and impartial justice, with the most perfect moderation, in our intercourse with nations.

The public mind was alarmed and apprehensive, though fortunately not distracted or disheartened. It seemed to be doubtful whether the Federal Government, which one year before had been thought a model worthy of universal acceptance, had indeed the ability to defend and maintain itself.

Some reverses, which perhaps were unavoidable, suffered by newly levied and inefficient forces, discouraged the loyal, and gave new hopes to the insurgents. Voluntary enlistments seemed about to cease, and desertions commenced. Parties speculated upon the question whether conscription had not become necessary to fill up the armies of the United States.

In this emergency the President felt it his duty to employ with energy the extraordinary powers which the Constitution confides to him in cases of insurrection. He called into the field such military and naval forces, unauthorized by the existing laws, as seemed necessary. He directed measures to prevent the use of the post-office for treasonable correspondence. He subjected passengers to and from foreign countries to new passport regulations, and he instituted a blockade, suspended the writ of *habeas corpus* in various places, and caused persons who were represented to him as being or about to engage in disloyal or treasonable practices to be arrested by special civil as well as military agencies, and detained in military custody, when necessary, to prevent them and deter others from such practices. Examinations of such cases were instituted, and some of the persons so arrested have been discharged from time to time, under circumstances or upon conditions compatible, as was thought, with the public safety.

Meantime a favorable change of public opinion has occurred. The line between loyalty and disloyalty is plainly defined; the whole structure of the government is firm and stable; apprehensions of public danger and facilities for treasonable practices have diminished with the passions which prompted heedless persons to adopt them. The insurrection is believed to have culminated and to be declining.

The President, in view of these facts, and anxious to favor a return to the normal course of the administration, as far as regard for the public welfare will allow, directs that all political prisoners or state prisoners now held in military custody be released on their subscribing to a parole engaging them to render no aid or comfort to the enemies in hostility to the United States.

The Secretary of War will, however, at his discretion, except from the effect of this order any persons detained as spies in the service of the insurgents, or others whose release at the present moment may be deemed incompatible with the public safety.

To all persons who shall be so released, and who shall keep their parole, the President grants an amnesty for any past offenses of treason or disloyalty which they may have committed.

Extraordinary arrests will hereafter be made under the direction of the military authorities alone.

By order of the President:

Edwin M. Stanton, Secretary of War.

On February 27, 1862, Edwin M. Stanton, Secretary of War, signed EXECUTIVE ORDER No. 2, IN RELATION TO STATE PRISONERS. Major-General John A. Dix, of Baltimore, and Edwards Pierrepont, of New York, were appointed commissioners to pass upon cases of persons in military custody.

President's Special War Order No. 2.

MARCH 8, 1862.

Ordered, 1. That the major-general commanding the Army of the Potomac proceed forthwith to organize that part of the said army destined to enter upon active operations (including the

reserve, but excluding the troops to be left in the fortifications about Washington) into four army corps, to be commanded, according to seniority of rank, as follows:

First corps to consist of four divisions, and to be commanded by Major-General I. McDowell. Second corps to consist of three divisions, and to be commanded by Brigadier-General E. V. Sumner. Third corps to consist of three divisions, and to be commanded by Brigadier-General S. P. Heintzelman. Fourth corps to consist of three divisions, and to be commanded by Brigadier-General E. D. Keyes.

2. That the divisions now commanded by the officers above assigned to the commands of army corps shall be embraced in and form part of their respective corps.

3. The forces left for the defense of Washington will be placed in command of Brigadier-General James S. Wadsworth, who shall also be military governor of the District of Columbia.

4. That this order be executed with such promptness and despatch as not to delay the commencement of the operations already directed to be undertaken by the Army of the Potomac.

5. A fifth army corps, to be commanded by Major-General N. P. Banks, will be formed from his own and General Shields's (late General Lander's) divisions.

Abraham Lincoln.

President's General War Order No. 3.

MARCH 8, 1862.

Ordered, That no change of the base of operations of the Army of the Potomac shall be made

without leaving in and about Washington such a force as in the opinion of the general-in-chief and the commanders of all the army corps shall leave said city entirely secure.

That no more than two army corps (about 50,000 troops) of said Army of the Potomac shall be moved *en route* for a new base of operations until the navigation of the Potomac from Washington to the Chesapeake Bay shall be freed from enemy's batteries and other obstructions, or until the President shall hereafter give express permission.

That any movement as aforesaid *en route* for a new base of operations which may be ordered by the general-in-chief, and which may be intended to move upon the Chesapeake Bay, shall begin to move upon the bay as early as the 18th day of March instant, and the general-in-chief shall be responsible that it so move as early as that day.

Ordered, That the army and navy co-operate in an immediate effort to capture the enemy's batteries upon the Potomac between Washington and the Chesapeake Bay.

A. Lincoln.

Lorenzo Thomas, Adjutant-General.

President's Special War Order No. 3.

MARCH 11, 1862.

Major-General McClellan having personally taken the field as the head of the Army of the Potomac, until otherwise ordered he is relieved from the command of the other military depart-

ments, he retaining command of the Department of the Potomac.

Ordered further, that the two departments now under the respective commands of Generals Halleck and Hunter, together with so much of that under General Buell as lies west of a north and south line indefinitely drawn through Knoxville, Tenn., be consolidated and designated the Department of the Mississippi, and that until otherwise ordered Major-General Halleck have command of said department.

Ordered also, that the country west of the Department of the Potomac and east of the Department of the Mississippi be a military department to be called the Mountain Department, and that the same be commanded by Major-General Frémont.

That all the commanders of departments, after the receipt of this order by them respectively, report severally and directly to the Secretary of War, and that prompt, full, and frequent reports will be expected of all and each of them.

Abraham Lincoln.

Order Taking Military Possession of Railroads.

On May 25, 1862, the President by authority of an act of Congress, issued through M. C. Meigs, Quartermaster-General, an ORDER TAKING MILITARY POSSESSION OF ALL RAILROADS in the United States, directing the railroad companies to be ready to transport troops and munitions of war to the exclusion of all other business.

Message to Congress Assuming Responsibility for Acts of Secretary Cameron, for Which He Had Been Censured by the House.

MAY 26, 1862.

To the Senate and House of Representatives: The insurrection which is yet existing in the United States and aims at the overthrow of the Federal Constitution and the Union, was clandestinely prepared during the winter of 1860 and 1861, and assumed an open organization in the form of a treasonable provisional government at Montgomery, in Alabama, on the 18th day of February, 1861. On the 12th day of April, 1861, the insurgents committed the flagrant act of civil war by the bombardment and capture of Fort Sumter, which cut off the hope of immediate conciliation. Immediately afterward all the roads and avenues to this city were obstructed, and the capital was put into the condition of a siege. The mails in every direction were stopped and the lines of telegraph cut off by the insurgents, and military and naval forces which had been called out by the government for the defense of Washington were prevented from reaching the city by organized and combined treasonable resistance in the State of Maryland. There was no adequate and effective organization for the public defense. Congress had indefinitely adjourned. There was no time to convene them. It became necessary for me to choose whether, using only the existing means, agencies, and processes which Congress had provided, I should let the government fall at once into ruin, or whether, availing myself of the broader powers

conferred by the Constitution in cases of insurrection, I would make an effort to save it with all its blessings for the present age and for posterity.

I thereupon summoned my constitutional advisers, the heads of all the departments, to meet on Sunday, the 21st day of April, 1861, at the office of the Navy Department; and then and there, with their unanimous concurrence, I directed that an armed revenue cutter should proceed to sea, to afford protection to the commercial marine and especially the California treasure-ships then on their way to this coast. I also directed the commandant of the navy-yard at Boston to purchase, or charter, and arm as quickly as possible, five steamships for purposes of public defense. I directed the commandant of the navy-yard at Philadelphia to purchase, or charter, and arm an equal number for the same purpose. I directed the commandant at New York to purchase, or charter, and arm an equal number. I directed Commander Gillis to purchase, or charter, and arm and put to sea two other vessels. Similar directions were given to Commodore Du Pont, with a view to the opening of passages by water to and from the capital. I directed the several officers to take the advice and obtain the aid and efficient services in the matter of his Excellency Edwin D. Morgan, the Governor of New York, or, in his absence, George D. Morgan, William M. Evarts, R. M. Blatchford, and Moses H. Grinnell, who were, by my direction, especially empowered by the Secretary of the Navy to act for his department in that crisis, in matters pertaining to the for-

warding of troops and supplies for the public defense.

On the same occasion I directed that Governor Morgan and Alexander Cummings, of the city of New York, should be authorized by the Secretary of War, Simon Cameron, to make all necessary arrangements for the transportation of troops and munitions of war, in aid and assistance of the officers of the army of the United States, until communication by mails and telegraph should be completely re-established between the cities of Washington and New York. No security was required to be given by them, and either of them was authorized to act in case of inability to consult with the other.

On the same occasion I authorized and directed the Secretary of the Treasury to advance, without requiring security, two millions of dollars of public money to John A. Dix, George Opdyke, and Richard M. Blatchford, of New York, to be used by them in meeting such requisitions as should be directly consequent upon the military and naval measures necessary for the defense and support of the government, requiring them only to act without compensation, and to report their transactions when duly called upon.

The several departments of the government at that time contained so large a number of disloyal persons that it would have been impossible to provide safely through official agents only for the performance of the duties thus confided to citizens favorably known for their ability, loyalty, and patriotism.

The several orders issued upon these occur-

rences were transmitted by private messengers, who pursued a circuitous way to the seaboard cities, inland, across the States of Pennsylvania and Ohio and the northern lakes. I believe that by these and other similar measures taken in that crisis, some of which were without any authority of law, the government was saved from overthrow. I am not aware that a dollar of the public funds thus confided with authority of law to unofficial persons was either lost or wasted, although apprehensions of such misdirection occurred to me as objections to those extraordinary proceedings, and were necessarily overruled.

I recall these transactions now because my attention has been directed to a resolution which was passed by the House of Representatives on the 30th day of last month, which is in these words:

> Resolved, That Simon Cameron, late Secretary of War, by investing Alexander Cummings with the control of large sums of the public money, and authority to purchase military supplies without restriction, without requiring from him any guarantee for the faithful performance of his duties, when the services of competent public officers were available, and by involving the government in a vast number of contracts with persons not legitimately engaged in the business pertaining to the subject-matter of such contracts, especially in the purchase of arms for future delivery, has adopted a policy highly injurious to the public service, and deserves the censure of the House.

Congress will see that I should be wanting equally in candor and in justice if I should leave the censure expressed in this resolution to rest exclusively or chiefly upon Mr. Cameron. The

same sentiment is unanimously entertained by the heads of departments who participated in the proceedings which the House of Representatives has censured. It is due to Mr. Cameron to say that, although he fully approved the proceedings, they were not moved nor suggested by himself, and that not only the President but all the other heads of departments were at least equally responsible with him for whatever error, wrong, or fault was committed in the premises.

Abraham Lincoln.

Order Constituting the Army of Virginia.

JUNE 26, 1862.

Ordered—1st. The forces under Major-Generals Frémont, Banks, and McDowell, including the troops now under Brigadier-General Sturgis at Washington, shall be consolidated and form one army, to be called the Army of Virginia.

2d. The command of the army of Virginia is specially assigned to Major-General John Pope, as commanding general. The troops of the Mountain Department, heretofore under command of General Frémont, shall constitute the First Army Corps, under the command of General Frémont; the troops of the Shenandoah Department, now under General Banks, shall constitute the Second Army Corps, and be commanded by him; the troops under the command of General McDowell, except those within the fortifications and city of Washington, shall form

the Third Army Corps, and be under his command.

3d. The Army of Virginia shall operate in such manner as, while protecting western Virginia and the national capital from danger or insult, it shall in the speediest manner attack and overcome the rebel forces under Jackson and Ewell, threaten the enemy in the direction of Charlottesville, and render the most effective aid to relieve General McClellan and capture Richmond.

4th. When the Army of the Potomac and the Army of Virginia shall be in position to communicate and directly co-operate at or before Richmond, the chief command, while so operating together, shall be governed, as in like cases, by the Rules and Articles of War.

A. Lincoln.

Letter to State Governors Calling for Troops.

New York, June 30, 1862.

To the Governors of the several States: The capture of New Orleans, Norfolk, and Corinth by the national forces has enabled the insurgents to concentrate a large force at and about Richmond, which place we must take with the least possible delay; in fact, there will soon be no formidable insurgent force except at Richmond. With so large an army there, the enemy can threaten us on the Potomac and elsewhere. Until we have re-ëstablished the national authority, all these places must be held, and we must keep a respectable force in front of Washington. But this, from the diminished strength of our army

by sickness and casualties, renders an addition to it necessary in order to close the struggle which has been prosecuted for the last three months with energy and success. Rather than hazard the misapprehension of our military condition and of groundless alarm by a call for troops by proclamation, I have deemed it best to address you in this form. To accomplish the object stated, we require, without delay, 150,000 men, including those recently called for by the Secretary of War. Thus reinforced, our gallant army will be enabled to realize the hopes and expectations of the government and the people.

A. Lincoln.

The undersigned, governors of States of the Union, impressed with the belief that the citizens of the States which they respectively represent are of one accord in the hearty desire that the recent successes of the Federal arms may be followed up by measures which must insure the speedy restoration of the Union, and believing that in view of the present state of the important military movements now in progress, and the reduced condition of our effective forces in the field, resulting from the usual and unavoidable casualties in the service, the time has arrived for prompt and vigorous measures to be adopted by the people in support of the great interests committed to your charge, respectfully request, if it meets with your entire approval, that you at once call upon the several States for such number of men as may be required to fill up all military organizations now in the field, and add to the armies heretofore organized such additional number of men as may, in your judgment, be necessary to garrison and hold all the numerous cities and military positions that have been captured by our armies, and to speedily crush the rebellion that still exists in several of the Southern States, thus practically restoring to the civilized world our great and good government. All believe that the decisive moment is near at hand, and to that end the people of the United States are desirous to

aid promptly in furnishing all reinforcements that you may deem needful to sustain our government.

Israel Washburn, Jr., Governor of Maine.
H. S. Berry, Governor of New Hampshire.
Frederick Holbrook, Governor of Vermont.
William A. Buckingham, Governor of Connecticut.
E. D. Morgan, Governor of New York.
Charles S. Olden, Governor of New Jersey.
A. G. Curtin, Governor of Pennsylvania.
A. W. Bradford, Governor of Maryland.
F. H. Pierpoint, Governor of Virginia.
Austin Blair, Governor of Michigan.
J. B. Temple, President Military Board of Kentucky.
Andrew Johnson, Governor of Tennessee.
H. R. Gamble, Governor of Missouri.
O. P. Morton, Governor of Indiana.
David Todd, Governor of Ohio.
Alexander Ramsey, Governor of Minnesota.
Richard Yates, Governor of Illinois.
Edward Salomon, Governor of Wisconsin.

The President.

Executive Mansion,
Washington, July 1, 1862.

Gentlemen: Fully concurring in the wisdom of the views expressed to me in so patriotic a manner by you, in the communication of the twenty-eighth day of June, I have decided to call into the service an additional force of 300,000 men. I suggest and recommend that the troops should be chiefly of infantry. The quota of your State would be ——. I trust that they may be enrolled without delay, so as to bring this unnecessary and injurious civil war to a speedy and satisfactory conclusion. An order fixing the quotas of the respective States will be issued by the War Department to-morrow.

Abraham Lincoln.

Proclamation Concerning Taxes in Rebellious States.

JULY 1, 1862.

Whereas, in and by the second section of an act of Congress passed on the seventh day of June, A. D. 1862, entitled "An act for the collection of direct taxes in insurrectionary districts within the United States, and for other purposes," it is made the duty of the President to declare, on or before the first day of July then next following, by his proclamation, in what States and parts of States insurrection exists:

Now, therefore, be it known that I, Abraham Lincoln, President of the United States of America, do hereby declare and proclaim that the States of South Carolina, Florida, Georgia, Alabama, Louisiana, Texas, Mississippi, Arkansas, Tennessee, North Carolina, and the State of Virginia (except the following counties: Hancock, Brooke, Ohio, Marshall, Wetzel, Marion, Monongalia, Preston, Taylor, Pleasants, Tyler, Ritchie, Doddridge, Harrison, Wood, Jackson, Wirt, Roane, Calhoun, Gilmer, Barbour, Tucker, Lewis, Braxton, Upshur, Randolph, Mason, Putnam, Kanawha, Clay, Nicholas, Cabell, Wayne, Boone, Logan, Wyoming, Webster, Fayette, and Raleigh),* are now in insurrection and rebellion, and by reason thereof the civil authority of the United States is obstructed so that the provisions of the "Act to provide increased revenue from imports, to pay the interest on the public debt, and for other purposes," approved August fifth, eighteen hundred and sixty-one,

* Subsequently organized into the State of West Virginia.

cannot be peaceably executed; and that the taxes legally chargeable upon real estate, under the act last aforesaid, lying within the States and parts of States as aforesaid, together with a penalty of fifty per centum of said taxes, shall be a lien upon the tracts or lots of the same, severally charged, till paid.

Proclamation to Rebels to Return to Their Allegiance.

JULY 25, 1862.

In pursuance of the sixth section of the act of Congress entitled "An act to suppress insurrection and to punish treason and rebellion, to seize and confiscate the property of rebels, and for other purposes," approved July 17, 1862, and which act, and the joint resolution explanatory thereof, are herewith published, I, Abraham Lincoln, President of the United States, do hereby proclaim to and warn all persons within the contemplation of said sixth section to cease participating in, aiding, countenancing, or abetting the existing rebellion, or any rebellion, against the Government of the United States, and to return to their proper allegiance to the United States, on pain of the forfeitures and seizures as within and by said sixth section provided.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Proclamation Suspending the Writ of Habeas Corpus Because of Resistance to Draft.

SEPTEMBER 24, 1862.

Whereas it has become necessary to call into service not only volunteers, but also portions of the militia of the States by draft, in order to suppress the insurrection existing in the United States, and disloyal persons are not adequately restrained by the ordinary processes of law from hindering this measure, and from giving aid and comfort in various ways to the insurrection:

Now, therefore, be it ordered—

First, That during the existing insurrection, and as a necessary measure for suppressing the same, all rebels and insurgents, their aiders and abettors within the United States, and all persons discouraging volunteer enlistments, resisting militia drafts, or guilty of any disloyal practice affording aid and comfort to rebels against the authority of the United States, shall be subject to martial law, and liable to trial and punishment by courts martial or military commissions.

Second, That the writ of *habeas corpus* is suspended in respect to all persons arrested, or who are now, or hereafter during the rebellion shall be, imprisoned in any fort, camp, arsenal, military prison, or other place of confinement, by any military authority, or by the sentence of any court martial or military commission.

In witness, etc.,

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Order Establishing Provisional Court in Louisiana.

On October 20, 1862, the President, by executive order, established CHARLES A. PEABODY, of New York to be judge of a PROVISIONAL COURT IN LOUISIANA, with powers "not extending beyond the military occupation of the city of New Orleans or the restoration of the civil authority in that city and the State of Louisiana."

Order Concerning Confiscation Act.

On November 13, 1862, President Lincoln through Edward Bates, Attorney-General, issued an ORDER CONCERNING THE CONFISCATION ACT, passed by Congress July 17, 1862. This order authorized the Federal marshals and attorneys to call upon officers of the army in the event of encountering resistance in the discharge of their duties.

Order for Sabbath Observance.

NOVEMBER 15, 1862.

The President, commander-in-chief of the army and navy, desires and enjoins the orderly observance of the Sabbath by the officers and men in the military and naval service. The importance for man and beast of the prescribed weekly rest, the sacred rights of Christian soldiers and sailors, a becoming deference to the best sentiment of a Christian people, and a due regard for the Divine will, demand that Sunday labor in the army and navy be reduced to the measure of strict necessity. The discipline and character of the national forces should not suffer, nor the cause they defend be imperiled, by the profanation of the day or name of the Most High. "At this time of public distress"—adopt-

ing the words of Washington in 1776—"men may find enough to do in the service of God and their country without abandoning themselves to vice and immorality." The first general order issued by the Father of his Country after the Declaration of Independence indicates the spirit in which our institutions were founded and should ever be defended. "The general hopes and trusts that every officer and man will endeavor to live and act as becomes a Christian soldier, defending the dearest rights and liberties of his country."

Abraham Lincoln.

Official: E. D. Townsend, Assistant Adjutant-General.

Congratulations to the Army of the Potomac.

DECEMBER 22, 1862.

To the Army of the Potomac: I have just read your commanding general's report of the battle of Fredericksburg. Although you were not successful, the attempt was not an error, nor the failure other than accident. The courage with which you, in an open field, maintained the contest against an intrenched foe, and the consummate skill and success with which you crossed and recrossed the river in the face of the enemy, show that you possess all the qualities of a great army, which will yet give victory to the cause of the country and of popular government.

Condoling with the mourners for the dead, and sympathizing with the severely wounded, I congratulate you that the number of both is comparatively so small.

I tender to you, officers and soldiers, the thanks of the nation.

A. Lincoln.

Opinion on the Admission of West Virginia into the Union.

December 31, 1862.

The consent of the legislature of Virginia is constitutionally necessary to the bill for the admission of West Virginia becoming a law. A body claiming to be such legislature has given its consent. We cannot well deny that it is such, unless we do so upon the outside knowledge that the body was chosen at elections in which a majority of the qualified voters of Virginia did not participate. But it is a universal practice in the popular elections in all these States to give no legal consideration whatever to those who do not choose to vote, as against the effect of the votes of those who do choose to vote. Hence it is not the qualified voters, but the qualified voters who choose to vote, that constitute the political power of the State. Much less than to non-voters should any consideration be given to those who did not vote in this case, because it is also matter of outside knowledge that they were not merely neglectful of their rights under and duty to this government, but were also engaged in open rebellion against it. Doubtless among these non-voters were some Union men whose voices were smothered by the more numerous secessionists; but we know too little of their number to assign them any appreciable value. Can this

government stand, if it indulges constitutional constructions by which men in open rebellion against it are to be accounted, man for man, the equals of those who maintain their loyalty to it? Are they to be accounted even better citizens, and more worthy of consideration, than those who merely neglect to vote? If so, their treason against the Constitution enhances their constitutional value. Without braving these absurd conclusions, we cannot deny that the body which consents to the admission of West Virginia is the legislature of Virginia. I do not think the plural form of the words "legislatures" and "States" in the phrase of the Constitution "without the consent of the legislatures of the States concerned," etc., has any reference to the new State concerned. That plural form sprang from the contemplation of two or more old States contributing to form a new one. The idea that the new State was in danger of being admitted without its own consent was not provided against, because it was not thought of, as I conceive. It is said, the devil takes care of his own. Much more should a good spirit—the spirit of the Constitution and the Union—take care of its own. I think it cannot do less and live.

But is the admission into the Union of West Virginia expedient? This, in my general view, is more a question for Congress than for the Executive. Still I do not evade it. More than on anything else, it depends on whether the admission or rejection of the new State would, under all the circumstances, tend the more strongly to the restoration of the national authority throughout the Union. That which helps most in this direction is the most expedient at

this time. Doubtless those in remaining Virginia would return to the Union, so to speak, less reluctantly without the division of the old State than with it; but I think we could not save as much in this quarter by rejecting the new State, as we should lose by it in West Virginia. We can scarcely dispense with the aid of West Virginia in this struggle; much less can we afford to have her against us, in Congress and in the field. Her brave and good men regard her admission into the Union as a matter of life and death. They have been true to the Union under very severe trials. We have so acted as to justify their hopes, and we cannot fully retain their confidence and co-operation if we seem to break faith with them. In fact, they could not do so much for us, if they would. Again, the admission of the new State turns that much slave soil to free, and thus is a certain and irrevocable encroachment upon the cause of the rebellion. The division of a State is dreaded as a precedent. But a measure made expedient by a war is no precedent for times of peace. It is said that the admission of West Virginia is secession, and tolerated only because it is our secession. Well, if we call it by that name, there is still difference enough between secession against the Constitution and secession in favor of the Constitution. I believe the admission of West Virginia into the Union is expedient.

Proclamation to Deserters.

On March 10, 1863, the President issued a PROCLAMATION ordering SOLDIERS ABSENT WITHOUT LEAVE to re-

turn to their regiments, promising AMNESTY to those voluntarily returning, and PUNISHMENT to the recalcitrants.

License of Commercial Intercourse.

On March 31, 1863, the President put into force by PROCLAMATION the act of Congress of July 13, 1861, which LICENSED COMMERCIAL INTERCOURSE between the citizens of loyal States and the inhabitants of insurrectionary States, under regulations prescribed by the Secretary of the Treasury.

On April 2, 1863, this was followed by a PROCLAMATION that all UNLICENSED TRADE between the citizens of loyal States and the inhabitants of insurrectionary States, was PROHIBITED, and that the goods coming through such unlawful commerce from the insurrectionary States into the loyal ones would be confiscated.

Proclamation Admitting West Virginia to Statehood.

The President recites that by act of Congress approved on December 31, 1862, the STATE OF WEST VIRGINIA had been ADMITTED TO THE UNION on condition of certain changes in its proposed constitution. These changes having been made, the President proclaims that the aforesaid act shall take effect sixty days after present date of April 20, 1863.

Proclamation Concerning Liability of Aliens to Military Service.

MAY 8, 1863.

Whereas, the Congress of the United States, at its last session, enacted a law entitled "An act for enrolling and calling out the national forces and for other purposes," which was approved on the third day of March last; and

Whereas, it is recited in the said act that there now exists in the United States an insurrection and rebellion against the authority thereof, and it is, under the Constitution of the United States, the duty of the government to suppress insurrection and rebellion, to guarantee to each State a republican form of government, and to preserve the public tranquillity; and

Whereas, for these high purposes a military force is indispensable, to raise and support which all persons ought willingly to contribute; and

Whereas, no service can be more praiseworthy and honorable than that which is rendered for the maintenance of the Constitution and Union, and the consequent preservation of free government; and

Whereas, for the reasons thus recited, it was enacted by the said statute that all able-bodied male citizens of the United States, and persons of foreign birth who shall have declared on oath their intention to become citizens under and in pursuance of the laws thereof, between the ages of twenty and forty-five years (with certain exceptions not necessary to be here mentioned), are declared to constitute the national forces, and shall be liable to perform military duty in the service of the United States when called out by the President for that purpose; and

Whereas, it is claimed by and in behalf of persons of foreign birth within the ages specified in said act, who have heretofore declared on oath their intentions to become citizens under and in pursuance of the laws of the United States, and who have not exercised the right of suffrage or any other political franchise under the laws of the United States, or of any of the States

thereof, that they are not absolutely concluded by their aforesaid declaration of intention from renouncing their purpose to become citizens, and that, on the contrary, such persons under treaties or the law of nations retain a right to renounce that purpose and to forego the privileges of citizenship and residence within the United States under the obligations imposed by the aforesaid act of Congress:

Now, therefore, to avoid all misapprehensions concerning the liability of persons concerned to perform the service required by such enactment, and to give it full effect, I do hereby order and proclaim that no plea of alienage will be received or allowed to exempt from the obligations imposed by the aforesaid act of Congress, any person of foreign birth who shall have declared on oath his intention to become a citizen of the United States under the laws thereof, and who shall be found within the United States at any time during the continuance of the present insurrection and rebellion, at or after the expiration of the period of sixty-five days from the date of this proclamation; nor shall any such plea of alienage be allowed in favor of any such person who has so, as aforesaid, declared his intention to become a citizen of the United States, and shall have exercised at any time the right of suffrage, or any other political franchise, within the United States, under the laws thereof, or under the laws of any of the several States.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Call for 100,000 Militia to Serve for Six Months.

JUNE 15, 1863.

Whereas, the armed insurrectionary combinations now existing in several of the States are threatening to make inroads into the States of Maryland, Western Virginia, Pennsylvania, and Ohio, requiring immediately an additional military force for the service of the United States:

Now, therefore, I, Abraham Lincoln, President of the United States, and commander-in-chief of the army and navy thereof, and of the militia of the several States when called into actual service, do hereby call into the service of the United States one hundred thousand militia from the States following, namely: from the State of Maryland, ten thousand; from the State of Pennsylvania, fifty thousand; from the State of Ohio, thirty thousand; from the State of West Virginia, ten thousand—to be mustered into the service of the United States forthwith, and to serve for the period of six months from the date of such muster into said service, unless sooner discharged; to be mustered in as infantry, artillery, and cavalry, in proportions which will be made known through the War Department, which department will also designate the several places of rendezvous. These militia to be organized according to the rules and regulations of the volunteer service and such orders as may hereafter be issued. The States aforesaid will be respectively credited, under the enrolment act, for

the militia services rendered under this proclamation.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Order of Retaliation for Rebel Mistreatment of Prisoners.

July 30, 1863.

It is the duty of every government to give protection to its citizens of whatever class, color, or condition, and especially to those who are duly organized as soldiers in the public service. The law of nations, and the usages and customs of war, as carried on by civilized powers, permit no distinction as to color in the treatment of prisoners of war as public enemies. To sell or enslave any captured person on account of his color, and for no offense against the laws of war, is a relapse into barbarism and a crime against the civilization of the age.

The government of the United States will give the same protection to all its soldiers, and if the enemy shall sell or enslave any one because of his color, the offense shall be punished by retaliation upon the enemy's prisoners in our possession.

It is therefore ordered that for every soldier of the United States killed in violation of the laws of war, a rebel soldier shall be executed; and for every one enslaved by the enemy or sold into slavery, a rebel soldier shall be placed at

hard labor on the public works, and continued at such labor until the other shall be released and receive the treatment due to a prisoner of war.

Abraham Lincoln.

Order Modifying Prohibition of Export of Arms, Horses, etc.

SEPTEMBER 4, 1863.

Ordered, That the Executive Order, dated November 21, 1862, prohibiting the exportation from the United States of arms, ammunition, or munitions of war, under which the commandants of departments were, by order of the Secretary of War dated May 13, 1863, directed to prohibit the purchase and sale for exportation from the United States of all horses and mules within their respective commands, and to take and appropriate to the use of the United States any horses, mules, and live stock designed for exportation, be so far modified as that any arms heretofore imported into the United States may be reëxported to the place of original shipment, and that any live stock raised in any State or Territory bounded by the Pacific Ocean may be exported from any port of such State or Territory.

Abraham Lincoln.

Suspension of Writ of Habeas Corpus Throughout the United States.

On September 15, 1863, the President gave notice that the WRIT OF HABEAS CORPUS was SUSPENDED THROUGHOUT THE UNITED STATES, and would continue

to be suspended while the rebellion continued, or until the present proclamation was modified or revoked by the President.

Call for 300,000 Volunteers.

OCTOBER 17, 1863.

Whereas the term of service of a part of the volunteer forces of the United States will expire during the coming year, and whereas, in addition to the men raised by the present draft, it is deemed expedient to call out three hundred thousand volunteers to serve for three years or the war, not, however, exceeding three years:

Now, therefore, I, Abraham Lincoln, President of the United States, and commander-in-chief of the army and navy thereof, and of the militia of the several States when called into actual service, do issue this, my proclamation, calling upon the governors of the different States to raise and have enlisted into the United States service, for the various companies and regiments in the field from their respective States, their quotas of three hundred thousand men.

I further proclaim that all volunteers thus called out and duly enlisted shall receive advance pay, premium, and bounty, as heretofore communicated to the governors of States by the War Department, through the Provost-Marshal-General's office, by special letters.

I further proclaim that all volunteers received under this call, as well as all others not heretofore credited, shall be duly credited on, and deducted from, the quotas established for the next draft.

I further proclaim that if any State shall fail to raise the quota assigned to it by the War Department under this call, then a draft for the deficiency in said quota shall be made on said State, or on the districts of said State, for their due proportion of said quota; and the said draft shall commence on the fifth day of January, 1864.

And I further proclaim that nothing in this proclamation shall interfere with existing orders, or those which may be issued, for the present draft in the States where it is now in progress, or where it has not yet commenced.

The quotas of the States and districts will be assigned by the War Department, through the Provost-Marshal-General's office, due regard being had for the men heretofore furnished, whether by volunteering or drafting, and the recruiting will be conducted in accordance with such instructions as have been or may be issued by that department.

In issuing this proclamation, I address myself not only to the governors of the several States, but also to the good and loyal people thereof, invoking them to lend their willing, cheerful, and effective aid to the measures thus adopted, with a view to reinforce our victorious armies now in the field, and bring our needful military operations to a prosperous end, thus closing forever the fountains of sedition and civil war.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Opinion on the Loss of General R. H. Milroy's Division.

October 27, 1863.

In June last a division was substantially lost at or near Winchester, Va. At the time, it was under General Milroy as immediate commander in the field, General Schenck as department commander at Baltimore, and General Halleck as general-in-chief at Washington.

General Milroy, as immediate commander, was put in arrest, and subsequently a court of inquiry examined chiefly with reference to disobedience of orders, and reported the evidence.

The foregoing is a synoptical statement of the evidence, together with the judge-advocate-general's conclusions. The disaster, when it came, was a surprise to all. It was very well known to Generals Schenck and Milroy for some time before, that General Halleck thought the division was in great danger of a surprise at Winchester; that it was of no service commensurate with the risk it incurred, and that it ought to be withdrawn; but, although he more than once advised its withdrawal, he never positively ordered it. General Schenck, on the contrary, believed the service of the force at Winchester was worth the hazard, and so did not positively order its withdrawal until it was so late that the enemy cut the wire and prevented the order reaching General Milroy.

General Milroy seems to have concurred with General Schenck in the opinion that the force should be kept at Winchester at least until the approach of danger, but he disobeyed no order upon the subject.

Some question can be made whether some of General Halleck's despatches to General Schenck should not have been construed to be orders to withdraw the force, and obeyed accordingly; but no such question can be made against General Milroy. In fact, the last order he received was to be prepared to withdraw, but not to actually withdraw until further order, which further order never reached him.

Serious blame is not necessarily due to any serious disaster, and I cannot say that in this case any of the officers are deserving of serious blame. No court-martial is deemed necessary or proper in the case.

A. Lincoln.

Proclamation of Amnesty and Reconstruction.

DECEMBER 8, 1863.

Whereas, in and by the Constitution of the United States, it is provided that the President "shall have power to grant reprieves and pardons for offenses against the United States, except in cases of impeachment"; and

Whereas a rebellion now exists whereby the loyal State governments of several States have for a long time been subverted, and many persons have committed, and are now guilty of, treason against the United States; and

Whereas, with reference to said rebellion and treason, laws have been enacted by Congress, declaring forfeitures and confiscation of property and liberation of slaves, all upon terms and conditions therein stated, and also declaring that the President was thereby authorized at any time

thereafter, by proclamation, to extend to persons who may have participated in the existing rebellion, in any State or part thereof, pardon and amnesty, with such exceptions and at such times and on such conditions as he may deem expedient for the public welfare; and

Whereas the congressional declaration for limited and conditional pardon accords with well-established judicial exposition of the pardoning power; and

Whereas, with reference to said rebellion, the President of the United States has issued several proclamations, with provisions in regard to the liberation of slaves; and

Whereas it is now desired by some persons heretofore engaged in said rebellion to resume their allegiance to the United States, and to reinaugurate loyal State governments within and for their respective States; therefore

I, Abraham Lincoln, President of the United States, do proclaim, declare, and make known to all persons who have, directly or by implication, participated in the existing rebellion, except as hereinafter excepted, that a full pardon is hereby granted to them and each of them, with restoration of all rights of property, except as to slaves, and in property cases where rights of third parties shall have intervened, and upon the condition that every such person shall take and subscribe an oath, and thenceforward keep and maintain said oath inviolate; and which oath shall be registered for permanent preservation, and shall be of the tenor and effect following, to wit:

I, ———, do solemnly swear, in presence of Almighty God, that I will henceforth faithfully support, protect,

and defend the Constitution of the United States, and the union of the States thereunder; and that I will, in like manner, abide by and faithfully support all acts of Congress passed during the existing rebellion with reference to slaves, so long and so far as not repealed, modified, or held void by Congress, or by decision of the Supreme Court; and that I will, in like manner, abide by and faithfully support all proclamations of the President made during the existing rebellion having reference to slaves, so long and so far as not modified or declared void by decision of the Supreme Court. So help me God.

The persons exempted from the benefits of the foregoing provisions are all who are, or shall have been, civil or diplomatic officers or agents of the so-called Confederate Government; all who have left judicial stations under the United States to aid the rebellion; all who are or shall have been military or naval officers of said so-called Confederate Government above the rank of colonel in the army or of lieutenant in the navy; all who left seats in the United States Congress to aid the rebellion; all who resigned commissions in the army or navy of the United States and afterward aided the rebellion; and all who have engaged in any way in treating colored persons, or white persons in charge of such, otherwise than lawfully as prisoners of war, and which persons may have been found in the United States service as soldiers, seamen, or in any other capacity.

And I do further proclaim, declare, and make known that whenever, in any of the States of Arkansas, Texas, Louisiana, Mississippi, Tennessee, Alabama, Georgia, Florida, South Carolina and North Carolina, a number of persons, not less than one-tenth in number of the votes

cast in such State at the presidential election of the year of our Lord one thousand eight hundred and sixty, each having taken the oath aforesaid and not having since violated it, and being a qualified voter by the election law of the State existing immediately before the so-called act of secession, and excluding all others, shall reëstablish a State government which shall be republican, and in no wise contravening said oath, such shall be recognized as the true government of the State, and the State shall receive thereunder the benefits of the constiutional provision which declares that "The United States shall guaranty to every State in this Union a republican form of government, and shall protect each of them against invasion; and, on application of the legislature, or the executive (when the legislature cannot be convened), against domestic violence."

And I do further proclaim, declare, and make known, that any provision which may be adopted by such State government in relation to the freed people of such State, which shall recognize and declare their permanent freedom, provide for their education, and which may yet be consistent as a temporary arrangement with their present condition as a laboring, landless, and homeless class, will not be objected to by the national executive.

And it is suggested as not improper that, in constructing a loyal State government in any State, the name of the State, the boundary, the subdivisions, the constitution, and the general code of laws, as before the rebellion, be maintained, subject only to the modifications made necessary by the conditions hereinbefore stated,

and such others, if any, not contravening said conditions, and which may be deemed expedient by those framing the new State government.

To avoid misunderstanding, it may be proper to say that this proclamation, so far as it relates to State governments, has no reference to States wherein loyal State governments have all the while been maintained.

And, for the same reason, it may be proper to further say, that whether members sent to Congress from any State shall be admitted to seats, constitutionally rests exclusively with the respective houses, and not to any extent with the executive. And still further, that this proclamation is intended to present the people of the States wherein the national authority has been suspended, and loyal State governments have been subverted, a mode in and by which the national authority and loyal State governments may be reëstablished within said States, or in any of them; and while the mode presented is the best the executive can suggest, with his present impressions, it must not be understood that no other possible mode would be acceptable.

Given under my hand, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Message to Congress on Bounties.

January 5, 1864.

Gentlemen of the Senate and House of Representatives: By a joint resolution of your honorable bodies, approved December 23, 1863, the paying of bounties to veteran volunteers, as now

practised by the War Department, is, to the extent of three hundred dollars in each case, prohibited after this fifth day of the present month. I transmit, for your consideration, a communication from the Secretary of War, accompanied by one from the Provost-Marshal-General to him, both relating to the subject above mentioned. I earnestly recommend that the law be so modified as to allow bounties to be paid as they now are, at least until the ensuing first day of February. I am not without anxiety lest I appear to be importunate in thus recalling your attention to a subject upon which you have so recently acted, and nothing but a deep conviction that the public interest demands it could induce me to incur the hazard of being misunderstood on this point. The executive approval was given by me to the resolution mentioned; and it is now, by a closer attention and a fuller knowledge of facts, that I feel constrained to recommend a reconsideration of the subject.

Abraham Lincoln.

Order for a Draft of 500,000 Men.

February 1, 1864.

Ordered, That a draft of five hundred thousand (500,000) men, to serve for three years or during the war, be made on the tenth (10th) day of March next, for the military service of the United States, crediting and deducting therefrom so many as may have been enlisted or drafted into the service prior to the first (1st) day of March, and not before credited.

Abraham Lincoln.

Indorsement on the Modifying Order Relating to Methodist Churches in Rebel States.

FEBRUARY 13, 1864.

As you see within, the Secretary of War modifies his order so as to exempt Missouri from it. Kentucky was never within it; nor, as I learn from the Secretary, was it ever intended for any more than a means for rallying the Methodist people in favor of the Union, in localities where the rebellion had disorganized and scattered them. Even in that view, I fear it is liable to some abuses, but it is not quite easy to withdraw it entirely and at once.

A. Lincoln.

Memoranda about Military Control of Churches.

MARCH 4, 1864.

I have written before, and now repeat, the United States Government must not undertake to run the churches. When an individual in a church or out of it becomes dangerous to the public interest he must be checked, but the churches as such must take care of themselves. It will not do for the United States to appoint trustees, supervisors, or other agents for the churches. I add if the military have military need of the church building, let them keep it; otherwise let them get out of it, and leave it and its owners alone except for causes that justify the arrest of any one.

A. Lincoln.

INDORSEMENT. MARCH 15, 1864.

While I leave this case to the discretion of General Banks, my view is that the United States should not appoint trustees for, or in any way take charge of, any church as such. If the building is needed for military purposes, take it; if it is not so needed, let its church people have it, dealing with any disloyal people among them as you deal with other disloyal people.

A. Lincoln.

INDORSEMENT. MAY 13, 1864.

I am now told that the military were not in possession of the building, and yet that in pretended execution of the above they, the military, put one set of men out of and another set into the building. This, if true, is most extraordinary. I say again, if there be no military need for the building, leave it alone, neither putting any one in nor out of it, except on finding some one preaching or practising treason, in which case lay hands upon him just as if he were doing the same thing in any other building or in the streets or highways.

A. Lincoln.

Proclamation about Amnesty.

MARCH 26, 1864.

Whereas it has become necessary to define the cases in which insurgent enemies are entitled to the benefits of the proclamation of the President of the United States, which was made on the eighth day of December, 1863, and the manner

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in which they shall proceed to avail themselves of those benefits:

And whereas the objects of that proclamation were to suppress the insurrection and to restore the authority of the United States; and whereas the amnesty therein proposed by the President was offered with reference to these objects alone:

Now, therefore, I, Abraham Lincoln, President of the United States of America, do hereby proclaim and declare that the said proclamation does not apply to the cases of persons who, at the time when they seek to obtain the benefits thereof by taking the oath thereby prescribed, are in military, naval, or civil confinement or custody, or under bonds, or on parole of the civil, military, or naval authorities, or agents of the United States, as prisoners of war, or persons detained for offenses of any kind, either before or after conviction; and that, on the contrary, it does apply only to those persons who, being yet at large and free from any arrest, confinement, or duress, shall voluntarily come forward and take the said oath, with the purpose of restoring peace and establishing the national authority. Prisoners excluded from the amnesty offered in the said proclamation may apply to the President for clemency, like all other offenders, and their applications will receive due consideration.

I do further declare and proclaim that the oath presented in the aforesaid proclamation of the eighth of December, 1863, may be taken and subscribed before any commissioned officer, civil, military, or naval, in the service of the United States, or any civil or military officer of a State or Territory not in insurrection, who, by the laws thereof, may be qualified for administering oaths.

All officers who receive such oaths are hereby authorized to give certificates thereon to the persons respectively by whom they are made, and such officers are hereby required to transmit the original records of such oaths at as early a day as may be convenient, to the Department of State, where they will be deposited and remain in the archives of the government. The Secretary of State will keep a register thereof, and will, on application, in proper cases, issue certificates of such records in the customary form of official certificates.

In testimony, etc.,

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Offer of Troops by State Governors.

April 23, 1864.

To the President of the United States:

I. The governors of Ohio, Indiana, Illinois, Iowa, and Wisconsin offer to the President infantry troops for the approaching campaign as follows:

Ohio	30,000
Indiana	20,000
Illinois	20,000
Iowa	10,000
Wisconsin	5,000

II. The term of service to be one hundred days, reckoned from the date of muster into the service of the United States, unless sooner discharged.

III. The troops to be mustered into the service of the United States by regiments, when the regiments are filled up, according to regulations, to the minimum strength—the regiments to be organized according to

the regulations of the War Department. The whole number to be furnished within twenty days from date of notice of the acceptance of this proposition.

IV. The troops to be clothed, armed, equipped, subsisted, transported, and paid as other United States infantry volunteers, and to serve in fortifications, or wherever their services may be required, within or without their respective States.

V. No bounty to be paid the troops, nor the service charged or credited on any draft.

VI. The draft for three years' service to go on in any State or district where the quota is not filled up; but if any officer or soldier in this special service should be drafted, he shall be credited for the service rendered.

John Brough, Governor of Ohio.
O. P. Morton, Governor of Indiana.
Richard Yates, Governor of Illinois.
William M. Stone, Governor of Iowa.
James T. Lewis, Governor of Wisconsin.

INDORSEMENT.

The foregoing proposition of the governors is accepted, and the Secretary of War is directed to carry it into execution.

A. Lincoln.

Message to Congress on Relief of East Tennessee Loyalists.

APRIL 28, 1864.

To the Honorable the Senate and House of Representatives: I have the honor to transmit herewith an address to the President of the United States, and, through him, to both Houses of Congress, on the condition and wants of the people of East Tennessee, and asking their attention to the necessity of some action on the part of the government for their relief, and which

address is presented by a committee of an organization called "The East Tennessee Relief Association." Deeply commiserating the condition of these most loyal and suffering people, I am unprepared to make any specific recommendation for their relief. The military is doing, and will continue to do, the best for them within its power. Their address represents that the construction of direct railroad communication between Knoxville and Cincinnati, by way of central Kentucky, would be of great consequence in the present emergency. It may be remembered that in the annual message of December, 1861, such railroad construction was recommended. I now add that, with the hearty concurrence of Congress, I would yet be pleased to construct the road, both for the relief of these people and for its continuing military importance.

Abraham Lincoln.

Suspension of Writ of Habeas Corpus in Kentucky.

On July 5, 1864, the President proclaimed the suspension of the writ of *habeas corpus* and the establishment of martial law in Kentucky. The chief reasons assigned for such action were:

"Whereas many citizens of the State of Kentucky have joined the forces of the insurgents, and such insurgents have, on several occasions, entered the State of Kentucky in large force, and, not without aid and comfort furnished by disaffected and disloyal citizens of the United States residing therein, have not only disturbed the public peace, but have overborne the civil authorities and made flagrant civil war, destroy-

ing property and life in various parts of that State;

"And whereas it has been made known to the President of the United States by the officers commanding the national armies, that combinations have been formed in the said State of Kentucky with a purpose of inciting rebel forces to renew the said operations of civil war within the said State, and thereby to embarrass the United States armies now operating in the said States of Virginia and Georgia, and even to endanger their safety:—"

Proclamation Concerning Reconstruction.

JULY 8, 1864.

Whereas, at the late session, Congress passed a bill to "guarantee to certain States, whose governments have been usurped or overthrown, a republican form of government," a copy of which is hereunto annexed;

And whereas the said bill was presented to the President of the United States for his approval less than one hour before the *sine die* adjournment of said session, and was not signed by him;

And whereas the said bill contains, among other things, a plan for restoring the States in rebellion to their proper practical relation in the Union, which plan expresses the sense of Congress upon that subject, and which plan it is now thought fit to lay before the people for their consideration:

Now, therefore, I, Abraham Lincoln, President of the United States, do proclaim, declare, and make known, that, while I am (as I was in

December last, when by proclamation I propounded a plan for restoration) unprepared, by a formal approval of this bill, to be inflexibly committed to any single plan of restoration; and, while I am also unprepared to declare that the free-State constitutions and governments already adopted and installed in Arkansas and Louisiana shall be set aside and held for naught, thereby repelling and discouraging the loyal citizens who have set up the same as to further effort, or to declare a constitutional competency in Congress to abolish slavery in States, but am at the same time sincerely hoping and expecting that a constitutional amendment abolishing slavery throughout the nation may be adopted, nevertheless I am fully satisfied with the system for restoration contained in the bill as one very proper plan for the loyal people of any State choosing to adopt it, and that I am, and at all times shall be, prepared to give the executive aid and assistance to any such people, so soon as the military resistance to the United States shall have been suppressed in any such State, and the people thereof shall have sufficiently returned to their obedience to the Constitution and the laws of the United States, in which cases military governors will be appointed, with directions to proceed according to the bill.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Announcement Concerning Terms of Peace.

JULY 18, 1864.

For explanation of the issuance of this proclamation, see the Greeley correspondence in LETTERS of the present edition.

To whom it may concern: Any proposition which embraces the restoration of peace, the integrity of the whole Union, and the abandonment of slavery, and which comes by and with an authority that can control the armies now at war against the United States, will be received and considered by the executive government of the United States, and will be met by liberal terms on other substantial and collateral points, and the bearer or bearers thereof shall have safe conduct both ways.

Abraham Lincoln.

Proclamation Calling for 500,000 Volunteers.

JULY 18, 1864.

Whereas, by the act approved July 4, 1864, entitled "An act further to regulate and provide for the enrolling and calling out the national forces, and for other purposes," it is provided that the President of the United States may, "at his discretion, at any time hereafter, call for any number of men as volunteers, for the respective terms of one, two, and three years, for military service," and "that in case the quota, or any part thereof, of any town, township, ward of a city, precinct, or election district, or of a county not so subdivided, shall not be filled with-

in the space of fifty days after such call, then the President shall immediately order a draft for one year to fill such quota, or any part thereof, which may be unfilled."

And whereas the new enrolment heretofore ordered is so far completed as that the aforementioned act of Congress may now be put in operation for recruiting and keeping up the strength of the armies in the field, for garrisons and such military operations as may be required for the purpose of suppressing the rebellion and restoring the authority of the United States Government in the insurgent States:

Now, therefore, I, Abraham Lincoln, President of the United States, do issue this my call for 500,000 volunteers for the military service; provided, nevertheless, that this call shall be reduced by all credits which may be established under Section 8 of the aforesaid act, on account of persons who have entered the naval service during the present rebellion, and by credits for men furnished to the military service in excess of calls heretofore made. Volunteers will be accepted under this call for one, two, or three years, as they may elect, and will be entitled to the bounty provided by the law for the period of service for which they enlist.

And I hereby proclaim, order, and direct, that immediately after the fifth day of September, 1864, being fifty days from the date of this call, a draft for troops to serve for one year shall be had in every town, township, ward of a city, precinct or election district, or county not so subdivided, to fill the quota which shall be assigned to it under this call, or any part

thereof which may be unfilled by volunteers on the said fifth day of September, 1864.

In testimony, etc.,

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Orders of Thanks and Rejoicing for Union Victories.

SEPTEMBER 3, 1864.

The national thanks are tendered by the President to Admiral Farragut and Major-General Canby for the skill and harmony with which the recent operations in Mobile Harbor, and against Fort Powell, Fort Gaines, and Fort Morgan, were planned and carried into execution. Also to Admiral Farragut and Major-General Granger, under whose immediate command they were conducted, and to the gallant commanders on sea and land, and to the sailors and soldiers engaged in the operations, for their energy and courage, which, under the blessing of Providence, have been crowned with brilliant success, and have won for them the applause and thanks of the nation.

Abraham Lincoln.

The national thanks are tendered by the President to Major-General William T. Sherman, and the gallant officers and soldiers of his command before Atlanta, for the distinguished ability, courage, and perseverance displayed in

the campaign in Georgia, which, under divine favor, has resulted in the capture of Atlanta. The marches, battles, sieges, and other military operations that have signalized the campaign must render it famous in the annals of war, and have entitled those who have participated therein to the applause and thanks of the nation.

Abraham Lincoln,
President of the United States.

Ordered: First. That on Monday, the fifth day of September, commencing at the hour of twelve o'clock noon, there shall be given a salute of one hundred guns at the arsenal and navy-yard, at Washington, and on Tuesday, the 6th of September, or on the day after the receipt of this order, at each arsenal and navy-yard in the United States, for the recent brilliant achievements of the fleet and the land forces of the United States in the harbor of Mobile, and in the reduction of Fort Powell, Fort Gaines, and Fort Morgan. The Secretary of War and the Secretary of the Navy will issue the necessary directions in their respective departments for the execution of this order.

Second. That on Wednesday, the 7th of September, commencing at the hour of twelve o'clock noon, there shall be fired a salute of one hundred guns at the arsenal at Washington, and at New York, Boston, Philadelphia, Baltimore, Pittsburg, Newport (Ky.), and St. Louis, and New Orleans, Mobile, and Pensacola, Hilton Head, and Newbern, the day after the receipt of this order, for the brilliant achievements of the army under command of Major-General Sher-

man, in the State of Georgia, and for the capture of Atlanta. The Secretary of War will issue directions for the execution of this order.

Abraham Lincoln,
President of the United States.

Order of Thanks to Hundred-Day Troops from Ohio.

SEPTEMBER 10, 1864.

The term of one hundred days, for which the National Guard of Ohio volunteered, having expired, the President directs an official acknowledgment of their patriotism and valuable services during the recent campaign. The term of service of their enlistment was short, but distinguished by memorable events in the valley of the Shenandoah, on the Peninsula, in the operations of the James River, around Petersburg and Richmond, in the battle of Monocacy, in the intrenchments of Washington, and in other important service. The National Guard of Ohio performed with alacrity the duty of patriotic volunteers, for which they are entitled, and are hereby tendered, through the governor of their State, the national thanks.

The Secretary of War is directed to transmit a copy of this order to the Governor of Ohio, and to cause a certificate of their honorable service to be delivered to the officers and soldiers of the Ohio National Guard who recently served in the military force of the United States as volunteers for one hundred days.

Abraham Lincoln.

Order of Thanks to Hundred-Day Troops from Indiana, Illinois, Iowa, and Wisconsin.

October 1, 1864.

Executive Mansion,
Washington, October 1, 1864.

The term of one hundred days for which volunteers from the States of Indiana, Illinois, Iowa, and Wisconsin volunteered, under the call of their respective governors, in the months of May and June, to aid the recent campaign of General Sherman, having expired, the President directs an official acknowledgment to be made of their patriotic service. It was their good fortune to render effective service in the brilliant operations in the Southwest, and to contribute to the victories of the national arms over the rebel forces in Georgia, under command of Johnston and Hood. On all occasions, and in every service to which they were assigned, their duty as patriotic volunteers was performed with alacrity and courage, for which they are entitled to, and are hereby tendered, the national thanks through the governors of their respective States.

The Secretary of War is directed to transmit a copy of this order to the governors of Indiana, Illinois, Iowa, and Wisconsin, and to cause a certificate of their honorable services to be delivered to the officers and soldiers of the States above named, who recently served in the military service of the United States as volunteers for one hundred days.

A. Lincoln.

Call for 300,000 Volunteers.

DECEMBER 19, 1864.

Whereas, by the act approved July 4, 1864, entitled "An act further to regulate and provide for the enrolling and calling out the national forces and for other purposes," it is provided that the President of the United States may, "at his discretion, at any time hereafter, call for any number of men as volunteers for the respective terms of one, two, and three years, for military service," and "that in case the quota, or any part thereof, of any town, township, ward of a city, precinct, or election district, or of any county not so subdivided, shall not be filled within the space of fifty days after such call, then the President shall immediately order a draft for one year to fill such quota, or any part thereof which may be unfilled."

And whereas, by the credits allowed in accordance with the act of Congress, on the call for 500,000 men, made July 18, 1864, the number of men to be obtained under that call was reduced to 280,000; and whereas the operations of the enemy in certain States have rendered it impracticable to procure from them their full quotas of troops under said call; and whereas, from the foregoing causes but 240,000 men have been put into the army, navy, and marine corps under the said call of July 18, 1864, leaving a deficiency on that call of 260,000;

Now, therefore, I, Abraham Lincoln, President of the United States of America, in order to supply the aforesaid deficiency, and to provide for casualties in the military and naval service of the United States, do issue this my call

for 300,000 volunteers to serve for one, two, or three years. The quotas of the States, districts, and subdistricts, under this call, will be assigned by the War Department, through the Bureau of the Provost-Marshal-General of the United States, and "in case the quota, or any part thereof, of any town, township, ward of a city, precinct, or election district, or of any county not so subdivided, shall not be filled" before the fifteenth day of February, 1865, then a draft shall be made to fill such quota, or any part thereof, under this call, which may be unfilled on said fifteenth day of February, 1865.

In testimony, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

To Commanding Officers in West Tennessee.

FEBRUARY 13, 1865.

To the Military Officers Commanding in West Tennessee:

While I cannot order as within requested, allow me to say that it is my wish for you to relieve the people from all burdens, harassments, and oppressions, so far as possible consistently with your military necessities; that the object of the war being to restore and maintain the blessings of peace and good government, I desire you to help, and not hinder, every advance in that direction.

Of your military necessities you must judge and execute, but please do so in the spirit and with the purpose above indicated.

A. Lincoln.

Proclamation Offering Pardon to Deserters.

MARCH 11, 1865.

In accordance with an Act of Congress, approved March 3, 1865, the President orders all deserters to return to their proper posts, and offers all such returning within sixty days from date a pardon, on condition that they "serve the remainder of their original terms of enlistment, and, in addition thereto, a period equal to the time lost by desertion."

Proclamation of Blockade.

APRIL 11, 1865.

Whereas, by my proclamations of the nineteenth and twenty-seventh days of April, 1861, the ports of the United States, in the States of Virginia, North Carolina, South Carolina, Georgia, Florida, Alabama, Mississippi, Louisiana, and Texas, were declared to be subject to blockade; but whereas the said blockade has, in consequence of actual military occupation by this government, since been conditionally set aside or relaxed in respect to the ports of Norfolk and Alexandria, in the State of Virginia; Beaufort, in the State of North Carolina; Port Royal, in the State of South Carolina; Pensacola and Fernandina, in the State of Florida; and New Orleans, in the State of Louisiana;

And whereas, by the fourth section of the act of Congress, approved on the 13th of July, 1861, entitled "An act further to provide for the collection of duties on imports, and for other purposes," the President, for the reasons therein set forth, is authorized to close certain ports of entry;

Now, therefore, be it known that I, Abraham

Lincoln, President of the United States, do hereby proclaim that the ports of Richmond, Tappahannock, Cherrystone, Yorktown, and Petersburg, in Virginia; of Camden (Elizabeth City), Edenton, Plymouth, Washington, Newbern, Ocracoke, and Wilmington, in North Carolina; of Charleston, Georgetown, and Beaufort, in South Carolina; of Savannah, St. Mary's, and Brunswick (Darien), in Georgia; of Mobile, in Alabama; of Pearl River (Shieldsborough), Natchez, and Vicksburg, in Mississippi; of St. Augustine, Key West,* St. Mark's (Port Leon), St. John's (Jacksonville), and Appalachicola, in Florida; of Teche (Franklin), in Louisiana; of Galveston, La Salle, Brazos de Santiago (Point Isabel), and Brownsville, in Texas, are hereby closed, and all right of importation, warehousing, and other privileges shall, in respect to the ports aforesaid, cease until they shall have again been opened by order of the President; and if, while said ports are so closed, any ship or vessel from beyond the United States, or having on board any articles subject to duties, shall attempt to enter any such ports, the same, together with its tackle, apparel, furniture, and cargo, shall be forfeited to the United States.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

* Inadvertently included. The mistake was corrected by a supplementary proclamation issued the same day as the present one.

Messages, Despatches, etc., on Foreign Affairs

Messages, Despatches, etc., on Foreign Affairs

Message to the Senate on Canadian Boundary Dispute.

March 16, 1861.

On February 21, 1861, President Buchanan referred to the Senate for advice thereon a proposition from the British Government to submit the Vancouver boundary dispute to the arbitrament of the King of Sweden and Norway, or the King of the Netherlands, or the Republic of the Swiss Confederation. In the present message President Lincoln endorses the course of President Buchanan in the matter and resubmits the proposition to the Senate for its counsel.

Message to Congress upon London Industrial Exhibition.

July 16, 1861.

The President transmits correspondence between the Secretary of State and the British Minister relative to an international industrial exhibition to be held in 1862 at London, and recommends legislation that will give American exhibitors facilities commensurate with the country's proficiency in industrial arts.

Message to Congress on Fisheries Commission.

JULY 19, 1861.

The President transmits correspondence between the Secretary of State and the British Minister relative to the latter's proposition that a joint commission be appointed to investigate the subject of the preservation and development of the Newfoundland fisheries; and he asks for enabling legislation to provide for the American member of the commission.

Reply to the Tycoon of Japan on Opening of Treaty Ports.

AUGUST 1, 1861.

To His Majesty the Tycoon of Japan.

Great and good Friend: I have received the letter which you have addressed to me on the subject of a desired extension of the time stipulated by treaty for the opening of certain ports and cities in Japan. The question is surrounded with many difficulties. While it is my earnest desire to consult the convenience of your Majesty, and to accede, so far as I can, to your reasonable wishes, so kindly expressed, the interests of the United States must, nevertheless, have due consideration. Townsend Harris, minister resident near your Majesty, will be fully instructed as to the views of this government, and will make them known to you at large. I do not permit myself to doubt that these views will meet with your Majesty's approval, for they proceed not less from a just regard for the interest and prosperity of your empire than from considerations affecting our own welfare and honor.

Wishing abundant prosperity and length of years to the great state over which you preside, I pray God to have your Majesty always in his safe and holy keeping.

Your good friend,

A. Lincoln.

By the President:

William H. Seward, Secretary of State.

Letter to the Viceroy of Egypt on His Punishment of Persecutors of a Missionary Agent.

OCTOBER 11, 1861.

His Highness Mohammed Said Pacha,

Viceroy of Egypt and its Dependencies, etc.

Great and good Friend: I have received from Mr. Thayer, consul-general of the United States at Alexandria, a full account of the liberal, enlightened, and energetic proceedings which, on his complaint, you have adopted in bringing to speedy and condign punishment the parties, subjects of your highness in Upper Egypt, who were concerned in an act of criminal persecution against Faris, an agent of certain Christian missionaries in Upper Egypt. I pray your highness to be assured that these proceedings, at once so prompt and so just, will be regarded as a new and unmistakable proof equally of your highness's friendship for the United States, and of the firmness, integrity, and wisdom with which the government of your highness is conducted. Wishing you great prosperity and success,

I am your friend,

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Message to Congress on Treaty with Great Britain to Suppress Slave Trade.

JUNE 10, 1862.

To the Senate and House of Representatives:
I transmit to Congress a copy of a treaty for the suppression of the African slave-trade, between the United States and her Britannic Majesty, signed in this city on the 7th of April last, and the ratifications of which were exchanged at London on the 20th ultimo.

A copy of the correspondence which preceded the conclusion of the instrument, between the Secretary of State and Lord Lyons, her Britannic Majesty's envoy extraordinary and minister plenipotentiary, is also herewith transmitted.

It is desirable that such legislation as may be necessary to carry the treaty into effect should be enacted as soon as may comport with the convenience of Congress.

Abraham Lincoln.

Message to the House of Representatives on Relations with the Rival Governments of New Granada.

JANUARY 14, 1863.

In response to a request from the House for information concerning diplomatic relations with the rival Mosquera and Ospina governments of New Granada (now United States of Colombia), the President recites the acts of continuous recognition by the United States of the Granadian governments of which the Ospina government, represented at Washington by General Pedro Alcantára Herran, is the unchallenged successor. He goes on to say:

Previous to the 4th of March, 1861, a revolutionary war against the republic of New Granada, which had thus been recognized and treated with by the United States, broke out in New Granada, assuming to set up a new government under the name of the "United States of Columbia." This war has had various vicissitudes, sometimes favorable, sometimes adverse, to the revolutionary movements. The revolutionary organization has hitherto been simply a military provisionary power, and no definitive constitution of government has yet been established in New Granada in place of that organized by the constitution of 1858. The minister of the United States to the Granadian Confederacy [political title assumed by New Granada in 1858] who was appointed on the twenty-ninth day of May, 1861, was directed, in view of the occupation of the capital by the revolutionary party and of the uncertainty of the civil war, not to present his credentials to either the government of the Granadian Confederacy or to the provisional military government, but to conduct his affairs informally, as is customary in such cases, and to report the progress of events and await the instructions of this government. The advices which have been received from him have not hitherto been sufficiently conclusive to determine me to recognize the revolutionary government. General Herran being here, with full authority from the government of New Granada, which had been so long recognized by the United States, I have not received any representative from the revolutionary government, which has not yet been recognized, because such a proceeding would in itself be an act of recognition.

Official communications have been had on various incidental and occasional questions with General Herran as the minister plenipotentiary and envoy extraordinary of the Granadian Confederacy, but in no other character. No definitive measure or proceeding has resulted from these communications, and a communication of them at present would not, in my judgment, be compatible with the public interest.

Abraham Lincoln.

Proclamation of Retaliation for Refusal of Port Privileges to American War Vessels Abroad.

APRIL 11, 1865.

Whereas, for some time past, vessels of war of the United States have been refused, in certain foreign ports, privileges and immunities to which they were entitled by treaty, public law, or the comity of nations, at the same time that vessels of war of the country wherein the said privileges and immunities have been withheld, have enjoyed them fully and uninterruptedly in ports of the United States, which condition of things has not always been forcibly resisted by the United States, although, on the other hand, they have not at any time failed to protest against and declare their dissatisfaction with the same; [*and whereas,*] in the view of the United States, no condition any longer exists which can be claimed to justify the denial to them, by any one of such nations, of customary naval rights, as has heretofore been so unnecessarily persisted in;

Now, therefore, I, Abraham Lincoln, Presi-

dent of the United States, do hereby make known, that if, after a reasonable time shall have elapsed for intelligence of this proclamation to have reached any foreign country in whose ports the said privileges and immunities shall have been refused, as aforesaid, they shall continue to be so refused; then and thenceforth the same privileges and immunities shall be refused to the vessels of war of that country in the ports of the United States, and this refusal shall continue until war-vessels of the United States shall have been placed upon an entire equality in the foreign ports aforesaid with similar vessels of other countries. The United States, whatever claim or pretense may have existed heretofore, are now, at least, entitled to claim and concede an entire and friendly equality of rights and hospitalities with all maritime nations.

In witness, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Messages on Financial, Indian, and Administrative Affairs

Messages on Financial, Indian, and Administrative Affairs

Message to the Senate on Act to Permit Circulation of Bank-Notes of Small Denominations in the District of Columbia.

June 23, 1862.

To the Senate of the United States: The bill which has passed the House of Representatives and the Senate, entitled "An act to repeal that part of an act of Congress which prohibits the circulation of bank-notes of a less denomination than five dollars in the District of Columbia," has received my attentive consideration, and I now return it to the Senate, in which it originated, with the following objections:

1. The bill proposes to repeal the existing legislation prohibiting the circulation of bank-notes of a less denomination than five dollars within the District of Columbia, without permitting the issuing of such bills by banks not now legally authorized to issue them. In my judgment, it will be found impracticable, in the present condition of the currency, to make such a discrimination. The banks have generally suspended specie payments; and a legal sanction

given to the circulation of the irredeemable notes of one class of them will almost certainly be so extended, in practical operation, as to include those of all classes, whether authorized or unauthorized. If this view be correct, the currency of the District, should this act become a law, will certainly and greatly deteriorate, to the serious injury of honest trade and honest labor.

2. This bill seems to contemplate no end which cannot be otherwise more certainly and beneficially attained. During the existing war it is peculiarly the duty of the National Government to secure to the people a sound circulating medium. This duty has been, under existing circumstances, satisfactorily performed, in part at least, by authorizing the issue of United States notes, receivable for all government dues except customs, and made a legal tender for all debts, public and private, except interest on public debt. The object of the bill submitted to me—namely, that of providing a small note currency during the present suspension—can be fully accomplished by authorizing the issue—as part of any new emission of United States notes made necessary by the circumstances of the country—of notes of a similar character, but of less denomination, than five dollars. Such an issue would answer all the beneficial purposes of the bill, would save a considerable amount to the treasury in interest, would greatly facilitate payments to soldiers and other creditors of small sums, and would furnish to the people a currency as safe as their own government.

Entertaining these objections to the bill, I feel myself constrained to withhold from it my

approval, and return it for further consideration and action of Congress.

Abraham Lincoln.

Message to the Senate on the Indian Massacre in Minnesota.

DECEMBER 11, 1862.

To the Senate of the United States: In compliance with your resolution of December 5, 1862, requesting the President "to furnish the Senate with all information in his possession touching the late Indian barbarities in the State of Minnesota, and also the evidence in his possession upon which some of the principal actors and head men were tried and condemned to death," I have the honor to state that, on receipt of said resolution, I transmitted the same to the Secretary of the Interior, accompanied by a note, a copy of which is herewith inclosed, marked A, and in response to which I received, through that department, a letter of the Commissioner of Indian Affairs, a copy of which is herewith inclosed, marked B.

I further state that on the eighth day of November last I received a long telegraphic despatch from Major-General Pope, at St. Paul, Minnesota, simply announcing the names of the persons sentenced to be hanged. I immediately telegraphed to have transcripts of the records in all the cases forwarded to me, which transcripts, however, did not reach me until two or three days before the present meeting of Congress. Meantime I received, through telegraphic despatches and otherwise, appeals in behalf of

the condemned—appeals for their execution—and expressions of opinion as to the proper policy in regard to them and to the Indians generally in that vicinity, none of which, as I understand, falls within the scope of your inquiry. After the arrival of the transcripts of records, but before I had sufficient opportunity to examine them, I received a joint letter from one of the senators and two of the representatives from Minnesota, which contains some statements of fact not found in the records of the trials, and for which reason I herewith transmit a copy, marked C. I also, for the same reason, inclose a printed memorial of the citizens of St. Paul, addressed to me, and forwarded with the letter aforesaid.

Anxious to not act with so much clemency as to encourage another outbreak on the one hand, nor with so much severity as to be real cruelty on the other, I caused a careful examination of the records of trials to be made, in view of first ordering the execution of such as had been proved guilty of violating females. Contrary to my expectation, only two of this class were found. I then directed a further examination and a classification of all who were proven to have participated in massacres, as distinguished from participation in battles. This class numbered forty, and included the two convicted of female violation. One of the number is strongly recommended by the commission which tried them, for commutation to ten years' imprisonment. I have ordered the other thirty-nine to be executed on Friday, the 19th instant. The order was despatched from here on Monday, the 8th instant, by a messenger to

General Sibley, and a copy of which order is herewith transmitted, marked D.

An abstract of the evidence as to the forty is herewith inclosed, marked E.

To avoid the immense amount of copying, I lay before the Senate the original transcripts of the records of trials, as received by me.

This is as full and complete a response to the resolution as it is in my power to make.

Abraham Lincoln.

Message to Congress on Issue of United States Notes.

JANUARY 17, 1863.

To the Senate and House of Representatives: I have signed the joint resolution to provide for the immediate payment of the army and navy of the United States, passed by the House of Representatives on the 14th, and by the Senate on the 15th instant. The joint resolution is a simple authority, amounting, however, under existing circumstances to a direction, to the Secretary of the Treasury to make an additional issue of one hundred millions of dollars in United States notes, if so much money is needed, for the payment of the army and navy. My approval is given in order that every possible facility may be afforded for the prompt discharge of all arrears of pay due to our soldiers and our sailors.

While giving this approval, however, I think it my duty to express my sincere regret that it has been found necessary to authorize so large an additional issue of United States notes, when this circulation and that of the suspended banks

together have become already so redundant as to increase prices beyond real values, thereby augmenting the cost of living, to the injury of labor, and the cost of supplies, to the injury of the whole country. It seems very plain that continued issues of United States notes, without any check to the issues of suspended banks, and without adequate provision for the raising of money by loans, and for funding the issues, so as to keep them within due limits, must soon produce disastrous consequences; and this matter appears to me so important that I feel bound to avail myself of this occasion to ask the special attention of Congress to it.

That Congress has power to regulate the currency of the country can hardly admit of a doubt, and that a judicious measure to prevent the deterioration of this currency by a reasonable taxation of bank circulation or otherwise is needed, seems equally clear. Independently of this general consideration, it would be unjust to the people at large to exempt banks enjoying the special privilege of circulation from their just proportion of the public burdens.

In order to raise money by way of loans most easily and cheaply, it is clearly necessary to give every possible support to the public credit. To that end, a uniform currency in which taxes, subscriptions to loans, and all other ordinary public dues as well as all private dues may be paid, is almost if not quite indispensable. Such a currency can be furnished by banking associations organized under a general act of Congress, as suggested in my message at the beginning of the present session. The securing of this circulation by the pledge of United States bonds,

as therein suggested, would still further facilitate loans, by increasing the present and causing a future demand for such bonds.

In view of the actual financial embarrassment of the government, and of the greater embarrassment sure to come if the necessary means of relief be not afforded, I feel that I should not perform my duty by a simple announcement of my approval of the joint resolution, which proposes relief only by increasing circulation, without expressing my earnest desire that measures such in substance as those I have just referred to, may receive the early sanction of Congress. By such measures, in my opinion, will payment be most certainly secured, not only to the army and navy, but to all honest creditors of the government, and satisfactory provision made for future demands on the treasury.

Abraham Lincoln.

Message to Congress on Electoral Count.

February 8, 1865.

To the Honorable the Senate and House of Representatives: The joint resolution, entitled "Joint resolution declaring certain States not entitled to representation in the electoral college," has been signed by the executive, in deference to the view of Congress implied in its passage and presentation to him. In his own view, however, the two Houses of Congress, convened under the twelfth article of the Constitution, have complete power to exclude from counting all electoral votes deemed by them to

be illegal; and it is not competent for the executive to defeat or obstruct that power by a veto, as would be the case if his action were at all essential in the matter. He disclaims all right of the executive to interfere in any way in the matter of canvassing or counting electoral votes; and he also disclaims that, by signing said resolution, he has expressed any opinion on the recitals of the preamble, or any judgment of his own upon the subject of the resolution.

Abraham Lincoln.

Proclamation Concerning Indians.

MARCH 17, 1865.

Whereas reliable information has been received that hostile Indians, within the limits of the United States, have been furnished with arms and munitions of war by persons dwelling in conterminous foreign territory, and are thereby enabled to prosecute their savage warfare upon the exposed and sparse settlements of the frontier;

Now, therefore, be it known that I, Abraham Lincoln, President of the United States of America, do hereby proclaim and direct that all persons detected in that nefarious traffic shall be arrested and tried by court-martial at the nearest military post, and if convicted, shall receive the punishment due to their deserts.

In witness whereof, etc.

Abraham Lincoln.

By the President:

William H. Seward, Secretary of State.

Date Due

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